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OVERSIGHT HEARINGS ON THE 1980 CENSUS
PART XXII—BOSTON, MASSACHUSETTS

HEARING
BEFORE THE
SUBCOMMITTEE ON CENSUS AND POPULATION
OF THE
COMMITTEE ON
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
NINETY-SIXTH CONGRESS
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THE 1980 CENSUS

MONDAY, MAY 5, 1980

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CENSUS AND POPULATION,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Boston, Mass.

The subcommittee met, pursuant to notice, at 9 a.m., Department of Transportation, 55 Broadway, Kendall Square, Boston, Mass., Hon. Robert Garcia (chairman of the subcommittee) presiding.

Mr. GARCIA. The subcommittee will be in order.

First of all, to start off, I would like to thank all of you for being with us today as we open up this hearing on the Census here in the Boston metropolitan area. Let me be frank with you, as we kick this hearing off.

The main purpose behind many of the census hearings is to draw attention in the various communities to the importance of the census and what it means to that specific area over the next 10 years or the next decade.

We have a unique situation today in the city of Boston and the State of Massachusetts, in that one of the Members of Congress who has served for many years, since the 1970's, while we are gathered together to discuss the census, there is a press conference taking place in another part of town, and most of the media is covering that.

That is the question of Representative Drinan who I guess is going to make a very important announcement today and, because of its worldwide implications, frankly, I am certain that the press is gathered there.

We had hoped that we would be able to get those same people here so that we can publicize it, because the State of Massachusetts, in spite of the comfort that many of you have, you have a problem here in the State with the possibilities of declining population and with the possibility of losing a congressional seat.

Right now, you are I believe 439 in priority to maintain the number of seats that you presently have in Congress, so that the Members of Congress, the Speaker in particular, and like the play, "Damn Yankee," "Whatever Lola wants, Lola gets."

Whatever the Speaker wants, the Speaker gets, so that while many of my colleagues are here, the fact is that some time ago the Speaker, when that first report came out about the possibility of a congressional seat being lost here, asked me as the chairman of the subcommittee to come in and see if we can generate the type of publicity that is important to make people in your State and your city understand its importance.

We have with us today two very distinguished Members of Congress who are from the State of Massachusetts, Mrs. Heckler, and Mr. Mavroules.

My colleague, who is also the ranking minority member of the Subcommittee on Census, Mr. Jim Courter, from the State of New Jersey is here.

I know that the Members here have to get back to Washington, so, Nick, why don't you kick it off and then I will go to you, Mrs. Heckler and then you, Jim.

STATEMENT OF HON. NICHOLAS MAVROULES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS

Mr. MAVROULES. Thank you very much, Mr. Chairman, and let me take this opportunity to thank you and congratulate you on the good work you are doing in making the public aware of the serious problems that confront all of us relative to the corrections which are necessary in the census taking throughout the country.

We have with us this morning our distinguished Lieutenant Governor Tom O'Neill, who I understand will testify, and I can assure you he is an expert in this field.

From my own benefit, I am going to give to you, without reading a statement, just for the record, hopefully we can reconvene at another time due to the importance of Father Drinan's announcement this morning, perhaps we can rearrange at another time.

Without the proper publicity in the media, this will be totally ineffective, so my part this morning is to give you a statement which I had prepared and I want to thank you for being here.

[Mr. Mavroules' statement follows:]

PREPARED STATEMENT OF HON. NICHOLAS MAVROULES

Mr. Chairman, citing the GAO report that you are well aware of and the recent BRA report that has been brought to our attention, I believe there are some serious questions that must be answered with respect to the census. It appears we must now scrutinize the limited local review period to guarantee a complete count.

According to the Standard Metropolitan Statistical Abstract, the city of Lynn is estimated to have decreased more than 15 percent between 1970 and 1978. The current SMSA population estimate for Lynn is around 76,000. City officials feel a more accurate projection would be 80,000. In the last year, there has been notable growth in Lynn. New apartment complexes and condominium developments are springing up around the city. A brand new Kings Landing development has been completed.

Therefore, I feel the local review people must have adequate time to assure that all areas are enumerated. Ten days seems hardly sufficient. It is my understanding that the Census Bureau has not contacted any local officials concerning local review. It is of the utmost importance that cooperation in this regard begin immediately.

Finally, Mr. Chairman, I am fearful that the number of persons not counted in the 1980 census could be greater than the 2.5 percent missed in 1970, unless more effort is made to implement a plan whereby more enumerators are brought into the field to detect missed households and the local review process extended.

Mr. MAVROULES. It is extremely important you come to the Commonwealth and, hopefully, with the acceptance of the Speaker and his approval, you will be back shortly within a week or two and have another formal meeting with your subcommittee and to receive more expert testimony.

Mr. GARCIA. Thank you.

Mrs. Heckler?

STATEMENT OF HON. MARGARET M. HECKLER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS

Mrs. HECKLER. I, too, Mr. Chairman, would like to express my appreciation for your coming to Boston.

It turned out to be an inopportune morning. However, the interest of the subcommittee in the census and the problems of the Commonwealth of Massachusetts is very much appreciated by the members of the Massachusetts congressional delegation on a bipartisan basis.

I do think it is unfortunate that we have this conflict, because really one of the major purposes of the hearing was to create a greater public awareness of the linkage between an accurate enumeration of the population of Massachusetts and its relationship to necessary Federal funds.

As a matter of fact, in the year 1979 nutrition services for the elderly received $17 million; Head Start for the young, $16 million; the summer youth program, $20 million; highway planning, $176 million; State and local governent, $145 million; community development block grants, $90 million—equaling over $450 million for the Commonwealth of Massachusetts.

All of these programs are pegged to population figures so that it is extremely important for our citizens to participate in this basic civic correspondence and to participate in the census so that we can have an accurate count and get our fair share of the Federal dollar.

I frankly appreciate having this hearing and for the testimony of the very knowledgeable witnesses. I am concerned that the communities, the cities and towns are not aware of their involvement in this process or what they stand to lose or what Massachusetts stands to lose in every sense.

I would hope that a second meeting can be scheduled because public awareness is absolutely the bottom line for the community leaders as well as for the private citizen, but I wish to say that I do appreciate your coming today and the opportunity for those wonderful witnesses to express their points of view as well as our Lieutenant Governor, who is very knowledgeable on the subject of Federal funds.

Mr. GARCIA. OK.

We have been joined by another member of the Massachusetts delegation, Mr. Ed Markey. If you would like to add a few words, you may do so.

STATEMENT OF HON. EDWARD J. MARKEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS

Mr. MARKEY. I don't have anything prepared, Mr. Chairman, but I want to thank you for bringing this hearing to Massachusetts because I think that it is critically important that people understand the interrelationship between the correct accumulation of the figures, which are now being gathered, and subsequent disbursement of Federal moneys and programs to the States of the Union.

This kind of a hearing is the kind of activity, I think, which can make it more possible for us to put together the kind of accurate information data which will make it possible to be able to insure that Massachusetts gets its fair share of the Federal pie.

I just wanted again to thank you for the opportunity and I look forward to some useful testimony this morning.

Mr. GARCIA. Thank you, Ed.

Now, I would like to introduce a member of the subcommittee, a person with whom we have worked very closely together in a true bipartisan effort, Jim Courter, a Member of Congress from the State of New Jersey.

Mr. COURTER. Thank you very much.

It is a pleasure for me to be here today. It is an extremely important hearing. Obviously, when we talk in terms of counting our population, there are those among us that feel it is a little more than inconvenient to be counted, that it really has no long- or short-term repercussions, but I think most people that will give it any type of thought at all realize that it is an extremely important exercise.

It is important to have an accurate count for all sorts of reasons.

I know that a couple of the Members here stressed the fact that Government participation in the Federal dollar, which is truly the State dollar recycled, of course, depends on accurate population counts and therefore the accuracy of this type of operation is extremely crucial.

Also, of course, not the most important aspect of the census but probably the original design in the beginning was to make a determination as to the type of representation you have in Washingon, D.C., and Massachusetts is in a similar situation as the State of New Jersey, my State.

It was around November of last year, 1979, that the preliminary census estimate was such that the State of New Jersey would not lose Members of Congress. We happen to have 15. I think there are 12 in the State of Massachusetts, and then January came about of this year and we were advised that because of a slight shift in what was projected for April by about 5,000 or 8,000 people, the State of New Jersey might lose one Member of Congress which, of course, has a tremendous impact on a lot of things.

We don't have to use our imaginations very long to know that that is the case. I understand a similar problem, hopefully not nearly as aggravated as New Jersey, also exists here in the State of Massachusetts, so the purpose of this hearing is not only to get the public aware of the importance of being counted, to cooperate as much as possible, but also in the middle of the stream here, while the count is going on, while the enumerators are out in the field, to look at the methods and procedures that are attempted in being used by the Bureau of the Census in order to make sure that they are the best possible utilization of methodologies to best conform with the needs of this particular State and to certain areas of this State, such that the count is accurate and all people are in fact counted for the two reasons I cited and the many other reasons as well.

I am looking forward to receiving not only the written testimony but listening to the oral testimony as well.

Thank you, Mr. Chairman, and I know it is an excellent idea to have a hearing here in this very important city on the east coast.

Mr. GARCIA. Thank you very much.

Our first witness is going to be the Lieutenant Governor of the State of Massachusetts, Thomas P. O'Neill III.

Before the Governor speaks, let me say we will try very diligently to hold another hearing in this State within the next 2 or 3 weeks, preferably in another part of the State as well.

But I just think that in view of the fact that we are here today and there are many community people here and we decided to go through with this one, I am delighted that you are here and as the spokesperson for the State of Massachusetts, you can take off at any time.

STATEMENT OF HON. THOMAS P. O'NEILL III, LIEUTENANT GOVERNOR OF THE STATE OF MASSACHUSETTS

Mr. O'NEILL. Thank you, Mr. Chairman.

I too am very thankful of the fact that you and your committee would see fit to come to Boston and thank the three Members of our congressional delegation who saw fit to come and join us to heighten the consciousness of the importance of the census which is being conducted this year.

I say this with a degree of deference, that my intention is not only to speak about the maintenance or integrity in the way of a population count for my father in his district and the protection of it, but more for the integrity of a good census count which is going to maintain the integrity of 61,344,000 people of Massachusetts.

I might start off by telling you a slight story, and that is that I live in a condominium, a building which houses two additional condominiums lived in by single owners, both professionals, both male.

The questionnaires were sent out I would say around March 27 or 28 of this year. I might say that I was asked as I walked into the room, "Have you filled in your own form yet and sent it back?" The answer to the question is, yes.

The other two, however, have not. In the foyer of our common area within the condominium, there is a table which houses all the mail which comes in daily. Most junk mail winds up on that table, and I am afraid to tell you that two of those questionnaires are on that table to this day, and that is by no reflection an implication as to the lack of job being done by the Census representatives in the State of Massachusetts.

It is more the lack of awareness of the people that we are trying to count in the first hand. I must say too there is an enumerator in charge of our street, a Mr. O'Neill. He is no relation to me, but he has at least on two different occasions attempted to follow up to get those two other people in my own building to relate and fill out that questionnaire. They have not to this point in time.

I get a little concerned about not only those two but about the untold hundreds or even thousands of others that are falling through our fingers like sand.

I don't know how we are going to get to them, and that genuinely upsets me. It upsets me not only because we very well could lose one of 12 members of the Massachusetts delegation in Congress

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and, again, I say that not in a self-serving way, because we have enough problems up here with all of the things we try to do in relating to Washington and the U.S. House of Representatives in making sure the Representatives of Massachusetts get their just deserve and representation. To lose another is not going to work well in the interest of the people in our State.

Second, as it has already been mentioned by Congressman Markey and Congresswoman Heckler, we have direct impact on the numbers of people being counted in this State as does every other State on the amount of Federal funds which flow back in here.

There are some 50 programs in Washington which have a direct impact on the population count. There is $50 billion tied to those 50 programs, and an additional 50 programs which have indirect bearing on what the count tabulated in the State of Massachusetts is going to be, so it is untold hundreds of millions of dollars is what we are playing around with here which genuinely concerns us all.

In 1970, I dare say that we had a sequence of events which in almost knee jerking fashion forced our city and town managers across the State to pretty much sign off on any census which was being conducted.

They never understood what the total impact was going to be for the ensuing decades. With problems in energy, education, certainly problems in the housing area, we can't afford not only to lose a man or woman in our congressional delegation but we cannot afford to lose one person hopefully that will be counted during the counts of this whole period of census taking.

I would only echo what others have said, and that it is highly unfortunate that at the same period there is another press conference being held out in Newton by Bob Drinan.

In fact, we are going to lose him, obviously, but we also should never lose the opportunity to invite you back to the State, and I hope you would take advantage to come back to the State of Massachusetts any time, perhaps to another city.

A couple of comments about the overall procedure itself. I have a time table before me. The only thing I am concerned about at this point is not only do we have little or no relationship between the local officials that city and town managers and boards of selectmen and the people who are conducting the census in the way of follow-up, but nobody at this point in time really understands how the enumerating distributions are going to be meted out or now that 10-day period of time, as far as reaction to the count within those enumerating districts, is to be conducted either.

I have had meetings along with other members of government, and some Members of our own Massachusetts delegation have had local meetings in their own congressional districts, and members of our own State legislature have begun to herald the call to make sure that everybody is brought into this process so that we are paying attention to it.

I think one of the things for a liberal Democrat in 1980, especially in the State of Massachusetts to get caught saying this, it is slightly like heresy, but it deserves to be said anyway.

I have a genuine concern about the lack of accountability in the process. In 1970 the patronage for any of the lack of work was built out by Members of Congress. If anybody were caught short trying

to figure out what neighborhood or what streets or residences in one corner block were not counted, the accountability lines went straight from the congressional office right on down.

This year, given the mold of hearing and the way we have conducted outselves, there really is no line of communication because of the way patronage has been handled in a willy-nilly fashion.

It has worked against us. What we would like to do is ask that there be more community involvement, that there be an expanded period of time for reaction to that 10-day period, that we provide a more structured series to the monitoring devices, so the community can implement in order to make sure every residence in cities or towns can be counted.

I would hope we could ask you for this representation in this procedural aspect.

Mr. GARCIA. The answer is we will do everything obviously possible.

We tried to stress this year probably more so than any other time the whole question of community involvement as to the actual physical count itself, and the reason for that is I think obvious.

It seems that even with all that we have been trying to stress in terms of local people being responsible for their own areas, I agree with you, Governor, that I am starting to get signs that we are falling through the cracks.

While we started off very well, I see that sign now coming down from a very high positive point from the April 1 kick-off date to where we are now in the first followup of the census.

I am concerned about that, because I would hope that the accountability is something that the Bureau of the Census, which has the responsibility for that, will be able to show us as Members of Congress and especially this subcommittee, so that my response to you is that as we proceed.

There will be several other hearings now, while we are in Followup 1, because I am encountering problems from various parts of the country and most of them are really mechanical.

Nevertheless, from the psychological point of view in terms of the people who are responsible for actually doing the counting, it is having a negative impact, and the enthusiasm is not what it was before when we first kicked off.

I welcome what you have said, because obviously the record is going to be clear and we are setting forth a record as we proceed with these hearings.

Mr. COURTER. We appreciate your testimony.

Mr. O'NEILL. I appreciate the opportunity to testify. I am not here as an impediment to the process. My only goal here is to make sure that every citizen in the Commonwealth of Massachusetts is counted, again to keep in place the 12 Members of our delegation from Massachusetts to make sure that we have as much representation in the Nation's Capital as possible, and to make sure we don't lose one more penny in the way of the flow of Federal dollars coming to the State of Massachusetts in any number of the plethora of Federal programs which have availability to us.

Mr. GARCIA. Counsel would like to ask a question.

Mr. FERRELL. You expressed the concern of the potential loss of Federal funds. Is the State doing anything at all with respect to the census? Has it initiated any programs to complement the census?

Mr. O'NEILL. Nothing structured. We have held one meeting that took place in my office. It took place with a representative group from approximately 30 to 35 communities statewide.

The community representatives that we called upon to come in to just begin to outline some of the problems we knew we would be confronted with came from communities with high transiency records, high population of minority groups, high student counts, just to let them understand that we had to make sure that every one of those people was going to be counted.

Mr. FERRELL. Is the State prepared to become more actively involved in the local review process?

Mr. O'NEILL. If you outline a formal role for us, we absolutely will. If we don't, all we will do is on a continuing basis make sure we are keeping tabs on what the local officials are doing to make sure that they are not losing counts in their population base in any city or town statewide.

All we can tell them to do is to pay attention to the process, as informal a process as it currently is, but to make sure that they are participating in it on a daily basis and to question every figure that comes up if there is a question in their minds about figures not matching, or if there is real belief in the fact that somebody is getting by or not getting counted for one reason or another, and to wait until any town or city manager or any mayor or any board of selectmen must sign off.

Mr. FERRELL. If there is a program devised for the State, you feel the State would implement it?

Mr. O'NEILL. Yes; I am confident that we would.

Mr. FERRELL. There will be a period, 10-day local review period, and we are hopeful we will be able to extend that but maybe we will have a situation that some of the smaller local interests throughout the State may not be aware of this local review process.

I think it would be beneficial to those mayors or the persons responsible for the smaller communities throughout the State to be made aware that now is the time to start preparing for that local review, to doublecheck on the figures as they are put forth on the first followup and after the second followup, so they are placed on notice that this will be taking place and it is going to be their responsibility after we give them the raw data that we first get for their specific locality.

Mr. O'NEILL. I would agree with you and I thank you for that.

The only thing I would say is during the course of that 10-day period there is nothing so formally set on paper that the local communities can follow naturally, that the tools may not be there, or if they are there nobody has told us, so any help you can give in the way of a tool or information-gathering apparatus would be tremendously helpful to us.

Mr. GARCIA. Any other questions?

Thank you very much.

Mr. O'NEILL. Thank you very much.

I want to thank the delegation from Massachusetts once again.

Mr. GARCIA. Governor, while you are here, I have never had so many Members of a State delegation in a census hearing in all of the 24 I have held.

I would like to welcome Congressman Brian Donnelly who has joined us up here at the table.

The next witness is William F. Galvin, who is a State representative.

STATEMENT OF HON. WILLIAM F. GALVIN, STATE REPRESENTATIVE FROM THE 19TH SUFFOLK DISTRICT IN BOSTON, THE 8TH CONGRESSIONAL DISTRICT

Mr. GALVIN. Thank you.

My name is William F. Galvin, State representative from the 19th Suffolk District in Boston, which is located in the 8th Congressional District.

I wish to thank the subcommittee for this opportunity to appear before you and inform you of my concerns and opinions regarding the 1980 census.

The area which comprises my legislative district, although densely populated, is extremely diverse including large residential areas as well as many transient multiple dwelling areas, and three large universities.

Over the past decade the preexisting ethnic diversity of my district has increased so that there are at least five different languages other than English which are the first language of citizens within my district.

Beyond the identity of my constituents, their patterns of living and family structures have greatly changed, particularly in the past 10 years. The extended family of three generations living under one roof is extremely rare in my district. Far more frequent are instances of single-person households and parents whose children, although unmarried, are no longer living with them.

As I have observed the conduct of the 1980 census thus far several aspects of it are particularly disturbing to me. I have reviewed the 1979 estimate of population figures and frankly do not believe they accurately reflect the actual population of my district.

In particular, I am concerned that much of the new construction of housing units that has occurred in my area is not reflected in your records. Further, the increasing patterns of transiency in my district have resulted in a large percentage of the population not considering themselves permanent residents of our area and are, therefore, reluctant to include themselves in census tabulations.

In this regard I am particularly concerned that the emphasis of the census might be skewered too much toward statistical backgrounds and not as much as it should be on the principal objective of an accurate head count.

It is my understanding that census takers and enumerators are not permitted to rely upon lists furnished to them by management officials of multiple dwelling units, but must, instead, individually verify the accuracy of these lists.

In my opinion this procedure, which is at variance with that followed by local listing officials in compiling voting and census lists, jeopardizes the accuracy of the census count.

Further, I am concerned that some occupants of buildings which are occupied in violation of zoning codes are reluctant to report the true number of occupants in each household. In this regard it would be my suggestion that the census focus as much as possible on the head count in preference to statistical background.

I am also concerned that a wave of new immigrants from the Soviet Union, Haiti, and many native Chinese who have come into the area during the past decade are inherently reluctant to participate in government activity.

Whether this is a result of fear or further governmental involvement or a misunderstanding of the purpose of the census is unclear to me. Nonetheless, I am persuaded that these attitudes are factual and they are jeopardizing the accuracy of the count in my area.

I must also inform you that my efforts to assist in recruiting census personnel have indicated to me a serious shortage of people with practical skills who are willing to do field work.

I have made inquiry and today would again suggest to the subcommittee that in an area such as mine where these problems exist, local policy or postal workers might be used in appropriate cases to supplement the census work force so as to provide practical knowledge of difficult counting areas.

As a member of the Joint Committee on Election Laws, I am obviously concerned about the suggested possibility of decreased congressional representation for Massachusetts.

However, I believe that the problems we face here, and particularly in my legislative district, are a microcosm of those problems faced by many urban areas. The increasing remoteness of certain parts of the populace make both traditional census methods and increased survey demands of the census inappropriate for the principal task at hand.

I hope that your subcommittee might stimulate procedural changes which will guarantee a thorough census this year.

Those are my prepared remarks.

I would like to elaborate a little bit on what Governor O'Neill said regarding the personnel. There are many fine people who are working on the census in our area. We are in the same area, but there is a real absence of people with practical skills and, like his own neighborhood, my area is extremely difficult to count.

There are a lot of people who are living very different lifestyles and they are there at various times of the day or not there, and unless somebody is really familiar with the area, is able to go in and pursue these people diligently, they are not going to find them, no matter how long the period of allowable counting is.

I would suggest, and I made this inquiry before, if there would be any possibility of incorporating local police officials, in particular traffic supervisors are used in the city of Boston and also Cambridge, to count people for the local census listings or postal workers who would be familiar with the actual patterns in the area and that would be one way we could really try to get an accurate count here.

Another area of great concern to me, as I say, this concern about getting a verification of lists from apartment managers. It is almost impossible to verify every individual. I have done it. It is

extremely difficult to get into these buildings and to try and get each and every resident there.

The other point, as I say, is the construction. I myself have discovered three significantly large complexes. One is right on the campus of Harvard, 427 units of housing built 5 years ago that was not included in the census. We were able to rectify the situation, and the people in the census worked to get it corrected, but it does reflect the type of problem you have had in this area where there has been increasing construction.

Another problem is postally it is quite confusing. There are many, many different districts of towns that are not legally part of Boston jutting in and out of the Allston-Brighton area which is the area I represent.

The traditional methods, while they may be useful in some areas, are not going to work in our area.

Mr. GARCIA. Thank you very much.

If you don't mind I would like you to refer to page 3, your very first paragraph.

You talk about the true number of occupants in each household. You are not now talking about public housing, are you?

Mr. GALVIN. No; that is not a problem as much. It's generally a situation where we have in the city of Boston a provision in the Zoning Code that prohibits four or more unrelated people from living together.

In the universities and Boston College in my district, the likelihood is because of conditions you are going to have more than four living there. It is a very common occurrence that we would have violations.

In the city, it is generally not very effective in doing something about this. I think people who are in that situation might be reluctant to report it to the Federal Government fearing somehow the city is going to react on this thing.

I recognize that that is not going to be a problem but I am not sure they do, and for that reason where you are in a situation where you indeed might have six, seven people living in a house, we will say, which was previously maybe a single family residence where the code says there can only be four, they are not likely to report more than one or two.

The only reference point I can give you, the 1970 census for my area, the two wards involved were 17,000. That would be a 1970 figure. In 1973 the Boston Fire Department did a head count which they just avoided trying to get into any sort of legalism and they came up in the same area with 84,000 people; so I think that it indicates that there is a reluctance on the part of some of these people to be fully candid in the way they respond.

I am not sure we can ever solve that problem entirely, but I do think there is some way to increase the emphasis on statistics. Count more heads and less toilets, something like that, but it comes down to trying to get people to be more relaxed so they might be more accurate in responding.

Mr. GARCIA. It sounds like a good bumper sticker.

One other question, if I may.

How is this going to affect the State legislature?

Mr. GALVIN. It doesn't. We keep our own census records. We take our census in the middle year of the decade, 1975. Our next census will be taken in 1985; we base our redistricting on that. We use yours as a reference point.

Mr. GARCIA. Is there a difference between what the State has?

Mr. GALVIN. There generally is. It varies from place to place. In the rural towns and the surburban areas, it tends not to. The high reporting areas will be reporting fairly accurately, but in Boston there has been a variance. I don't know the exact variance, but I know there is a variance.

Mr. GARCIA. Very interesting. How does that affect you in terms of the dollars that are sent back into the localities?

Do you have to live with the Federal or State figures?

Mr. GALVIN. We don't use the Federal figures.

Mr. GARCIA. Even for Federal reimbursement?

Mr. GALVIN. Well, for Federal reimbursement.

Mr. GARCIA. That sounds like a heck of an argument you could have. The numbers that you take in the mid-decade——

Mr. GALVIN. We don't even use the State figures. What we use is the evaluation of property. There are several different formulas, but one of the formulas is based upon the real estate valuation of the properties within the various cities and towns, and if your evaluation is higher, you get less State aid.

There is the so-called lottery formula and the education formula based upon the number of children in schools. Generally speaking, we don't use population figures for the local aid, if you are talking local aid between the State and cities and towns.

Mr. GARCIA. I am talking between the Feds.

Mr. GALVIN. They would use the Federal census, yes. But I think, as Lieutenant Governor O'Neill stated, in 1970 many people were unaware of that. Cambridge is one example of people questioning the census, and we were able to have it adjusted upward.

Many of the local officials were genuinely confused.

I must say I find a greatly higher level of awareness on the part of local officials, and I suspect they will be making a more diligent effort. They recognize now which they may not have then the importance of these figures not just for congressional representation but also for Federal aid.

Mr. GARCIA. How much does it cost the State and how long does it take for the mid-decade count?

Mr. GALVIN. It is a year long process. You would have to get that information from the Secretary of State. He conducts it. I don't know.

Mr. GARCIA. Has any money been put forth by the State legislature for the census of 1980?

Mr. GALVIN Not that I am aware of. There doesn't seem to be a defined role for the State as of right now. The climate in the legislature is one of concern, and if a role were suggested we would be happy to finance it if it were necessary.

Mr. GARCIA. Both the States of California and the State of New York have both appropriated money out of the State legislatures for the purpose of a more accurate count.

Mr. GALVIN. If the staff of the subcommittee could give me some information as to what that was used for, I will be happy to relay that back to the legislature.

The attitude is one of cooperation to make sure that this count is accurate. We are fully prepared to spend some State money if it is necessary.

Mr. GARCIA. Any questions?

Mrs. HECKLER. No; I would like to commend the Representative for excellent testimony.

This is a very accurate description of our problem, where the State seems to be very preoccupied with the mid-decade census whereas the Federal dollar is allocated on the Federal census, and many local community leaders are not aware of the relevance of the Federal statistics to their own community.

Mr. GALVIN. That is correct. There has been an increase in awareness now. Frankly, the thing that has stimulated that is the publicity regarding the loss of the seat more than the Federal dollars, but there has also been a general increased effort on the part of local officials that deal directly with the Federal Government.

They have developed more expertise in this area. As a consequence, they now recognize that. However, in terms of count, I don't think all of it is doing that much coordination between these officials and the local counting officials as best I can tell.

They are trying to talk to each other but somehow they don't seem to be making it. Hopefully, I would certainly support the suggestion that you made, Mr. Chairman, regarding the extent of the period for local review, because I think that the more time we have I think the more likely it will be that those people will have a chance to observe those figures.

The problem primarily is in the urban areas. Several weeks ago I had an opportunity to meet with Arthur Dukakis, and he indicated a fairly good response rate within the suburban areas.

Mr. GARCIA. Historically, suburban areas have come in quite well.

The innercity, I take it that is the district you represent?

Mr. GALVIN. Yes; I do.

Mr. GARCIA. It should be of concern.

Thank you very much.

I would also like to state that Congressman Moakley has joined us.

Mr. MOAKLEY. I apologize for being late. I had to speak to a high school group this morning.

I publicly want to thank you for doing this all over the country, and I know the work that you have put into it, and I know that it is through your initiative alone that this has come to fruition and I am very happy that you have come to our district.

We would be glad to help you when your final report comes down. I was with the speaker Friday, and he asked me if you would allow him to submit his brief statement for the record.

Mr. GARCIA. It will be accepted without objection at this point in the record.

[Mr. O'Neill's statement follows:]

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PREPARED STATEMENT OF SPEAKER THOMAS P. O'NEILL, JR.

Mr. Chairman, members of the subcommittee, I want to thank you for holding this hearing today. We are all aware of the extreme importance of this year's census. I share the concern of all the Member's of the Massachusetts Congressional delegation that the Census Bureau faces an overwhelming challenge in assuring a complete and accurate count.

The people I have asked to testify before you today will discuss some of the problems that Massachusetts has faced in formulating a comprehensive census. I am particularly grateful to Mayor White and the City of Boston for establishing such a sophisticated review mechanism with the ability to identify possible discrepancies between the Census Bureau and the City. I am distressed to learn that the March precensus address list for the Beacon Hill-West End area of the City, in my Congressional District, was 30 percent deficient. This leads me to believe many households will not be enumerated.

Consequently, I submit to this Committee, as I have to the Director of the Census, Mr. Vincent P. Barabba, in a letter on April 18, it is vital that the local review process not be limited to 10 working days. Because of procedural modifications adopted by the Census Bureau and the timing and scope of the local review process, it is highly unlikely the local review boards will have sufficient time to review the provided information.

Mr. GARCIA. Next will be a panel of two, Mr. John Weis, director, Mayor's Office of Neighborhood Services and Programs, and Mr. Alexander Ganz, research director of the Boston Redevelopment Authority.

STATEMENTS OF JOHN WEIS, DIRECTOR, MAYOR'S OFFICE OF NEIGHBORHOOD SERVICES AND PROGRAMS, AND ALEXANDER GANZ, RESEARCH DIRECTOR, BOSTON REDEVELOPMENT AUTHORITY

Mr. WEIS. I would like to amend it even further. We have put together a presentation which tries to meld together two aspects of what we have been doing.

No. 1 is the research component and the complete count committee as well as the work we have done with the Census Bureau identifying problems in the city where an undercount was expected.

We have worked with neighborhood residents who we have asked to come in and explain what are the census problems in their specific neighborhoods—Roxbury and South Boston—and why the undercount is happening there.

I would like to give my presentation, which will be very, very brief. Then I will ask Alex to go into the details of our research that we have done.

Mr. GARCIA. Are the four people Ms. Owens, Mr. Rodriquez, Mr. Driscoll, and Mr. Sullivan?

Mr. WEIS. That is correct.

Mr. Chairman and Members of Congress, I welcome this opportunity to speak on behalf of Mayor Kevin White.

I have been designated by the mayor to coordinate the 1980 census for the city.

The city's involvement has been directed toward identifying two problem areas with the census enumeration.

First, those sections of the city that might prove less accessible to the census takers, and particular population groups that might feel threatened by the census questions.

Second, those sections of the city already identified by the Lieutenant Governor which have had dramatic increases in shifting

populations over the past decade, and where there is a change in life style which has occurred.

The city has given special attention to these problem areas at the cost of the rest of the city, quite frankly, because we didn't think we had the problems in the rest of the city where the population is much more stable.

In areas where we know access is a problem, we conducted a door-to-door leaflet campaign 3 days before the census was mailed out, and those were in the areas of low and moderate income people, minority communities and in the areas of Representative Galvin's district around the colleges and universities.

These materials were translated into a number of different languages, Spanish, Portuguese as well as French, and we held briefing sessions in churches.

Finally, the city has met with other special interest groups and civic leaders to promote the census and enlist their support. In some areas this was very successful. In other areas we were told in Roxbury and South Boston we had a 60 and 55 percent response rate as opposed to an 80 percent.

In response to the area of change in need, in the downtown areas, we began a review process through the Boston redevelopment research program almost 1 year ago, and based on the estimates of this research we estimate, for example, that there are 245,000 households in the city instead of the mailing list which was 210,000, a 35,000 discrepancy in households in a city of only 650,000

That can translate between 70 and 80 to 90,000 people. Obviously, we have a serious problem at this point in time.

An undercount of this size would mean redistricting you wouldn't guess at. What Representative Heckler was talking about, the funds we are entitled to, et cetera, will go down incredibly. I would like to put into the record Mr. Ganz' testimony from the research department, his prepared testimony. It is quite lengthy, but it is very detailed and accurate.

I would like to invite the four people from Roxbury and South Boston up and let them tell you what they think the problems are.

STATEMENT OF ALEXANDER GANZ, RESEARCH DIRECTOR, BOSTON REDEVELOPMENT AUTHORITY

Mr. GANZ. Thank you very much.

I wish to thank Congressman Garcia and the other members of the subcommittee for the opportunity to appear before you today.

I am happy to present testimony on the progress of the decennial census program in Boston as best we can tell from the information available to us.

Just a word about myself and the research department of the Boston Redevelopment Authority.

We have long been involved in generating and analyzing and disseminating information on Boston's population and housing.

We have a professional staff for that purpose, some of whom are here today, demographers and planners, housing analysts, economists, among others, people who have a direct firsthand knowledge of what is happening in Boston's neighborhoods, and we monitor the evolution of Boston's housing stock on a continuous basis and feel we have a pretty good idea of what is happening out there.

In addition, we estimate periodically the city's population by age, race and neighborhood, and also carry out representative household surveys.

We are probably one of the most intensive users of Census Bureau information for Boston, and I am here today because we are concerned with helping the Census Bureau carry out the best decennial census possible, and we have been in systematic touch with the Census Bureau on preparatory work for the 1980 census since at least early 1979.

For this purpose, I have been designated by Mayor White as director of Boston's local review program for the 1980 census.

As part of this program, we have been compiling information on housing units in Boston block by block for many months now. We were, therefore, dismayed when the Census Bureau informed us on February 15 that they would not be able to carry out the planned, precensus review of their address count by block and tract with that of local cities and towns.

We were pleased, nevertheless, to receive from the Census Bureau on April 2 a 74-page printout entitled "Pre-Census Mail Address Summaries," dated March 22, listing precensus address counts by census tract and block with the notation, preliminary counts; subject to change.

The information that I am about to summarize for you, which John Weis mentioned, is all based on the March 22 census address count. That was the only information that we have had available to us.

I mention this because I did receive a mailgram from Vincent Barabba, Director of the Census, on Friday, in response to a report based on our analysis of that March 22 address count, assuring me that the March 22 list was quite incomplete and very preliminary, and that the Census Bureau's work would undoubtedly produce a count that would be very similar to that which we have estimated.

I am pleased to have that assurance from the Director of the Census Bureau.

[The mailgram referred to follows:]

[Mailgram]

BUREAU OF THE CENSUS,
Washington, D.C., May 1, 1980.

MR. ALEXANDER GANZ,
Research Director, Boston Redevelopment Authority,
Boston, Mass.

DEAR MR. GANZ: Thank you for your letter of April 17 enclosing a copy of a report entitled, "The 1980 Census, Potential for Disaster."

I am not sure how much information your staff provided you regarding the information upon which your report was based. Assuming that you were not aware that we had repeatedly informed your staff that the data were incomplete and faulty and in the process of being corrected, I certainly understand why you would be concerned about the quality of the 1980 census for the Boston area. Indeed, it was because the inadequacies of this "early" data that the bureau's concept of local review was modified.

Because of your concern I have made a preliminary review of the standard census procedures that were implemented throughout the country which were designed to correct the initial address listing.

It is my judment that when you see the final counts of housing units for Boston, you will share my observation that there will be a minimal difference between your estimates and the Bureau's local review court.

Indeed, the whole purpose of local review is to reconcile any mistakes that could have occurred in any of our procedures or the manner in which we implemented

them. However, this review will be performed more efficiently after we have had a chance to complete our assignment.

I am confident, based on your ability to identify the limitations of these early counts, that you will be able to react quickly and effectively during local review. When you receive the counts for the local review, please review that data and report any potential problems to our district offices. I assure you that after your review, our staff in the Boston area will work closely with you to resolve any remaining problems with the census counts.

Sincerely,

VINCENT P. BARABBA,
Director.

Mr. GARCIA. When did you get that telegram?

Mr. GANZ. Friday afternoon.

Mr. GARCIA. This past Friday?

Mr. GANZ. Yes, after I had prepared my testimony and delivered it to the subcommittee earlier Friday afternoon.

Otherwise, I would have modified my testimony to reflect the receipt of that mailgram.

Basically, we have done two kinds of things. We have first matched our own estimates of the housing stock of the city with the March 22 precensus address count at the census tract district level.

I might note that this census tract district represents a neighborhood, and we have 15 census tract districts in Boston and we are able to match at the census tract district level our count with that of the March 22 list, and these are the numbers which John Weis referred to.

Now, in addition to that for the purposes of the local review program in following the guidelines of the Census Bureau, we have been generating block-by-block records on housing units and addresses in Boston.

Boston has 5,250 blocks, and as of April 14 we generated records for 1,800 of those 5,250 blocks and matching them with the identical blocks of the Census Bureau, and we have come up with approximately 20,000 more addresses than they did.

This is 20,000 out of their total of approximately 110,000 for the 18 blocks and our total of approximately 132,000 for the identical blocks.

Since then we have been completing a more extensive count.

Mr. GARCIA. Is that a fairly stable community, this community you are talking about; is it of a transient nature?

Is this the Galvin district?

Mr. WEIS. Some of it; show it to him, Al.

We have had quite a bit of change.

Mr. GANZ. This is the Galvin district.

Mr. GARCIA. Where were the 20,000 missing in there out of the 110,000, that entire map?

Mr. GANZ. No; essentially north of this line.

Mr. MOAKLEY. Tell us what sections of Boston.

Mr. GANZ. This is Back Bay Fenway, and according to the March 22 count, there are 12,000 missed addresses making up 44 percent of the estimated addresses in this area. This neighborhood is similar to Allston-Brighton matches the characteristics that Congressman Galvin was noting.

These are neighborhoods that have a large number of students, that have lodging houses, that have high rates of turnover, 20

percent turnover per year, that have had extensive conversions, new construction and demolitions.

I was assured last month when we first looked at the list, the list did not include census tract 102 at all, but I was assured by the Census Bureau that they had since picked that up, and this is the key to what has been happening.

That is Kenmore Square, a student neighborhood, but it happens to be a neighborhood with 4,700 addresses. The second neighborhood where we have the most missed addresses was Beacon Hill, West End, a neighborhood with high turnover, mixed uses, and new construction and conversion.

The third area with most missed, oh, and by the way, 30 percent of the addresses have been missed here in the March 22 list.

This is the South End, the central business district, and here 21 percent of the addresses have been missed and this is an area of lots of new construction and conversions and influx of young professionals as well as minorities, lots of change and lots of turnover.

Other areas with high levels of missed addresses included Mission Hill, Roxbury, and Dorchester, but in addition to these five neighborhoods they had 10 percent of addresses missed by our county. Anyway, we are pleased that the Census Bureau has made substantial improvements since the March 22 list, and we do plan to present to them our detailed block record information later this week.

My main plea to the subcommittee is that you join with me in urging the local Census Bureau people to take this information which we will present to them, and they have told us they would be very happy to have it and to go out and deliver the census forms and retrieve them.

They have told us that they would like to have this information. We have no assurance based on the procedure that they have sent down that they will in fact be able to deliver the foms to the missed addresses and retrieve them, and this is my primary concern and my primary plea to the subcommittee today.

Mr. GARCIA. Just let me say that from what I have heard you say, there has been quite a few people missed in the city of Boston, and that your responsibility is going to be, one, during that local review period, that if you don't pick it up by then it is gone forever, at least for the next 10 years.

Mr. GANZ. I am concerned about the local review period. I understand why it was established, having had to scratch the precensus review. Nevertheless, if you have 35,000 missed addresses, I doubt, rather my question is, Can the Census Bureau handle 35,000 in Boston in the local review period?

We want the Census Bureau to start working with our block record data this week when we will be presenting to them our block-by-block information that they can match with theirs, and we will pesent this to them in a way in which we can use this.

I have two printouts here; one is basically a tally of the 5,250 blocks by tract district, but we have another tally and that is the ranks, the blocks by size of missed units by rank order, so they can start with the blocks with the most missed addresses and work on down and we will be happy to work with them.

We will present them not only with some computer tabulation but a record for each block of the 2,200 blocks for which we have been able to generate information so far.

I would hope that they would be able to work with us. We have had some positive responses, I must say, from the local census people, that they do want the addresses and the information. We will give it to them later this week.

Mr. GARCIA. You know we are in first followup 1 now. This is the very first followup right now, and that is when the enumerators go out for the first time. If you give that information to them next week——

Mr. GANZ. That will be this week.

Mr. GARCIA. That terminates on or about May 24, so we are talking about 2 weeks. That is really not enough time.

Mr. WEIS. Mr. Chairman, I share your concern. I feel very confident that we know what the information is, but the ability of that information to get to the census department, and for that then to be translated back into a system which can systematically go out and eliminate these people on a head count is not at all something which the census is up to at this point in time.

[The remainder of the prepared statement presented by Mr. Ganz follows:]

The information we have on the progress of the decennial census program in Boston, which I am about to present, is based principally on our analysis of this March 22nd census address count summary. We have matched this with our own estimates of Boston's 1980 population and housing stock, by census tract district. We have also compared, for about half of Boston's 5,250 blocks, our block by block compilation of information on housing units with that of the precensus address count for the identical blocks.

Our intent is to present this detailed block record information, for approximately 2,200 of Boston's blocks, to the local Census Bureau operatives of the decennial census, within one or two days. We will urge them to go out and deliver the Census questionnaires to the missed addresses in the blocks we have identified. We would hope that by now the number of missed addresses is substantially less than that indicated in their March 22nd precensus address count. Our comparisons, based on information of that date, showed 25,000 missed addresses in blocks we have identified out of a total of 35,000 missed addresses estimated for the City as a whole.

Our concern is that the Census Bureau now makes the heroic effort needed to take the detailed block information we are about to provide them and go out and distribute and retrieve the census forms while there is still time for their inclusion in the 1980 Census. Officials of the Census Bureau have encouraged us to provide this information, but we have received no assurance that they will be able, at this date, to send out and enumerate population and housing information for missed addresses.

Our information and analyses show that the precensus address list was woefully incomplete. The 1980 precensus count of addresses in Boston, dated March 22nd and received April 2nd, lists 210,443 addresses, in comparison with the 1970 count of 232,605 housing units, and our 1980 estimate of 245,700 dwelling units in Boston. The 1980 precensus count of addresses is fourteen percent less than our estimate of dwellings in Boston in 1980, representing a shortfall of 35,000 dwelling units, and this is a cause for concern. The missing addresses are concentrated in the more centrally located neighborhoods of Back Bay-Fenway, Beacon Hill-West End, and South End-Central Business District, where, respectively, 44 percent, 30 percent, and 21 percent of the housing units were omitted. Seven other neighborhoods, however, of the City's fifteen, had 10 percent to 12 percent of their addresses missed. Twelve thousand missed addresses in Back Bay-Fenway are almost incomprehensible. The three neighborhoods with the largest concen-

tration of missed addresses are difficult, with structures of mixed uses, new construction, conversions, high turnover, lodgers and students, which have felt the brunt of the influx of young, middle-class adults and minorities. There were sizable concentrations of missed addresses also in the neighborhoods of Roxbury and Dorchester, as well as Allston-Brighton, Mattapan, East Boston and South Boston.

The accompanying Table I highlights the concentration of differences between the 1980 Precensus Address Count and our 1980 Estimate of the Housing Stock in Boston.

In the meantime, we are currently analyzing the precensus count of addresses, by block and census tract, in conjunction with the Census Bureau's "Local Review Program". Though the Census Bureau's program now only provides for a "mid-census" review with information of local authorities in June, we plan to present our block record information to the local census district offices in a few days, with the hope that they will be able to incorporate the missed addresses in their work and distribute and get back the Census forms.

Thus far, matching our block record information for approximately 2,200 of Boston's 5,250 blocks with the identical block information in the precensus address count of March 22nd, we have identified approximately 25,000 more dwelling units than that recorded by the Census Bureau. In effect, with block records for half the City's blocks we have already accounted for 70 percent of the estimated total of 35,000 missed addresses.

In an earlier match, made as of April 14th, our records for approximately 1,800 blocks yielded a total of 125,787 dwelling units. In comparison, the Census Bureau's March 22nd precensus address count for the identical blocks shows a total of 103,814 addresses, or 21,973 dwellings less than that included in our block records. Adding these 21,973 addresses to the precensus count of 210,443 would bring the address count total to 232,406, still 13,294 units and five percent short of our estimated 1980 housing stock.

Our preparatory effort for the Local Review Program, which began last May, has centered on the compilation of maps and addresses of dwelling units in all blocks encompassing new construction, conversions, and demolition. Special pains have been taken to list dwellings on streets not included in the 1980 Census computer geographic identification file (DIME). We have also listed group quarters, including dormitories, nursing homes, and large lodging houses.

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Apart from our block record compilation for the Census Bureau's Local Review Program, we have conducted a continuous monitoring of the evolution of Boston's housing stock since 1970, by type of housing, for each of Boston's fifteen census tract districts, including new construction, conversions, and demolition. These estimates have been prepared by Rolf Goetze of our staff, and appear in Chapter III of a draft report of our Research Department entitled "Boston's Housing in the 1980s". As of 1980, according to our estimates, Boston has a housing stock of 245,700 dwellings, reflecting a net increase of 13,500 units between 1970 and 1980, reversing the net decline of 7,300 housing units in the 1960-70 decade. The 1970-80 increase was made up of 27,300 additions and conversions and 13,800 demolitions. The gain was largely concentrated in the more centrally located neighborhoods, though West Roxbury increased also. Please see Tables II and III, which summarize the estimated 1970-80 changes in the housing stock.

In 1976, we joined with Al Sanders, demographer of the Massachusetts State Office of Planning in protesting to the Census Bureau their Annual Housing Survey of 1974, based on a sample of three percent of the City's housing stock, which showed a 1970-74 decline in Boston's housing while our coverage of the entire universe of the City's housing showed an increase.

In addition to monitoring changes in the City's housing stock, we have made periodic estimates of Boston's population. Our most recent estimate, prepared by Margaret C. O'Brien, our staff demographer, places Boston's 1980 population at 643,700 in comparison to the Census count of 641,000 in 1970. These estimates, drawing on the work of Rolf Goetze on the City's housing stock, indicate that the estimated fall in housing vacancy rates from 6.4 percent, in 1970, to 3.5 percent, in 1980, and the rise in occupied dwellings by 9 percent between 1970 and 1980, were offset by a decline in household size by 7 percent. Please see Table IV.

The relative stability of Boston's population between 1970 and 1980 was made up of an increase in the more centrally located neighborhoods, impacted by an influx of young adults who formed small households, offset by an outflow of families from neighborhoods in Boston's southern half. Please see Tables V and VI.

In the past, we have taken issue with the Census Bureau's choice of indicators for preparing annual estimates of the population of Suffolk County and the City of Boston, (which makes up approximately 96 percent of the county's population). I had the opportunity to present testimony to this effect, on behalf of Kevin H. White, Mayor of Boston, before hearings of this subcommittee held in Boston on June 27, 1975.

We continue to find fault with the Census Bureau's choice of indicators for population estimation for Boston and Suffolk County. We believe the Census Bureau's indicators may make sense for the rest of Massachusetts but not for Boston. In effect, the Census Bureau generates current estimates of the population for Massachusetts counties on the basis of school enrollment, automobile registration, and vital statistics (births and deaths), and Federal income tax returns. For Boston, whose experience, since 1970, has been one of influx of young adults into the more centrally located neighborhoods, offsetting the outflow of families from the southern half, in a City which experienced turmoil in its school system following integration beginning in 1974, a City with a well-integrated public transit system and accelerating high costs of auto insurance, indicators of school enrollment, automobile registration and vital statistics are not designed to reflect the reality of what has been transpiring in the City.

I mention our critique of the Census Bureau's Annual Survey of Housing in Boston in 1974 and the choice of indicators for population estimation, because I fear the possibility that the Census Bureau could compound a poor estimate of housing in 1974 and population in 1978 with an incomplete census in 1980. I would also note that we have not obtained any response from the Census Bureau on our observations concerning the annual survey of housing and estimates of the population.

I would also like to make available to the members of this committee a fuller report and documentation of the themes here presented, entitled "The 1980 Census, Potential for Disaster; Boston's Local Review Program", dated April 16th, and prepared to accompany the response of Mayor Kevin H. White, dated April 17th, to the query of Speaker Thomas P. O'Neill, Jr., on how the 1980 census was progressing in Boston.

Table I

CONCENTRATION OF DIFFERENCES BETWEEN THE
1980 PRECENSUS ADDRESS COUNT AND THE
1970 CENSUS OF HOUSING AND THE
1980 BRA ESTIMATE OF THE HOUSING STOCK

Census Tract Districts	1980 Precensus Address Count	1970 Census of Housing	BRA 1980 Estimate of the Housing Stock	Differences 1980 Precensus-1970 Census	Differences 1980 Precensus-BRA 1980 Estimate
Boston, Total	210,443	232,605	245,700	-22,162	-35,257
1 Back Bay-Fenway	15,089	23,123	27,200	- 8,034	-12,111
2 Beacon Hill-West End	7,126	8,586	10,100	- 1,460	- 2,974
7 South End-CBD	11,530	11,865	14,600	- 335	- 3,070
Sub-total	33,745	43,574	51,900	- 9,829	-18,155
8 Mission Hill-Roxbury	21,951	23,310	25,000	- 1,359	- 3,049
9 Dorchester	27,115	32,583	30,400	- 5,468	- 3,285
Sub-total	49,066	55,893	55,400	- 6,827	- 6,334
4 Charlestown	4,983	5,145	5,600	- 162	- 617
13 West Roxbury	10,377	9,822	11,700	+ 555	- 1,323
Sub-Total	15,360	14,967	17,300	+ 393	- 1,940
0 Allston-Brighton	25,363	24,344	27,400	+ 19	- 2,037
10 Neponset-Mattapan	21,909	24,595	23,400	- 2,686	- 1,491
5 East Boston	13,084	13,713	14,500	- 629	- 1,416
6 South Boston	12,856	14,369	14,100	- 1,513	- 1,244
12 Jamaica Plain	10,324	11,216	11,400	- 892	- 1,076
11 Roslindale	11,523	12,287	12,300	- 764	- 777
3 Waterfront-No. End	5,577	4,739	6,200	+ 838	- 623
14 Hyde Park	11,626	11,880	11,800	- 254	- 174
Sub-total	112,262	118,143	121,100	- 5,881	- 8,838
15 Harbor Islands	10	28		- 18	

Table IV

CURRENT ESTIMATES OF BOSTON'S POPULATION BASED ON
THE NUMBER OF HOUSING UNITS AND VACANCY RATES
(Numbers in Thousands)

	1960	1970	1980
Dwelling Units			
Total	238.6	232.4	245.7
Occupied	224.7	217.6	237.4
Vacancy Rate (%)	5.90	6.38	3.41
Population			
Total	698.1	641.1	643.7
In Households	656.1	601.7	607.2
Not in Households	42.0	39.3	38.0
Population/Household (Ratio)	2.9	2.8	2.6

Sources: 1960 and 1970 - U.S. Bureau of the Census, Census of Population and Housing
1980 - Housing Estimates by Rolf Goetze
- Population Estimates Margaret C. O'Brien

Table II

HOUSING IN BOSTON, OVERVIEW OF CHANGES, 1970-80
(Thousands of Dwelling Units)

	Homes			Apartments			Projects				Total Gains & Losses	Total Housing Stock
	1-4s	Condos	Total Homes	Pre-1970	Post-1970	Total Apartments	BHA	FHA MHFA	Sec. 8	Total Projects		
1970	139.0		139.0	71.2		71.2	15.2	6.8		22.0		232.2
1970-75	-4.2	+.9		-3.0	+3.0		+2.1	+9.4			+14.8 -7.2	
1975	134.8	.9	135.7	68.2	3.0	71.2	16.7	16.2		32.9		239.8
1975-80	-4.5	+3.3		-2.1	+.1		+1.0	+6.4	+1.7		+12.5 -6.6	
1980	130.3	4.2	134.5	66.1	3.1	69.2	17.7	22.6	1.7	42.0		245.7

Table III

1970-80 ESTIMATED GAINS AND LOSSES BY CENSUS DISTRICT IN BOSTON'S HOUSING STOCK
(In Thousands of Dwelling Units)

	1970	Losses: Demolitions	Losses: Conversions	Gains: Luxury Units	Gains: Condominiums	Gains: Subsid. Apts.	1980	% Change 1970-1980
City Total	232.2	8.7	5.1	-3.1	4.2	20.0	245.7	68
0 Allston-Brighton	25.2	.2	.3	.2	.3	2.2	27.4	9
1 Back Bay-Fenway	23.1	.1	1.4	.6	1.8	3.2	27.2	18
2 Beacon Hill-West End	8.6	-	.2	.7	.6	.4	10.1	17
3 Waterfront-North End	4.7	-	.5	.9	.7	.4	6.2	32
4 Charlestown	5.1	.1	-	-	-	.6	5.6	10
5 East Boston	13.7	.1	.1	-	-	1.0	14.5	6
6 South Boston	14.4	.5	-	-	.1	.1	14.1	-2
7 South End-CBD	11.9	.4	.6	.2	.2	3.3	14.6	23
8 Mission Hill-Roxbury	23.2	2.0	.8	-	-	4.6	25.0	8
9 Dorchester	32.6	3.0	.7	-	-	1.5	30.4	-7
10 Neponset-Mattapan	24.5	1.4	.3	-	-	.6	23.4	-4
11 Roslindale	12.1	.2	-	-	-	.2	12.3	-
12 Jamaica Plain	11.2	.5	.1	-	.2	.6	11.4	2
13 West Roxbury	9.8	-	.1	.4	.3	1 3	11.7	19
14 Hyde Park	11.9	.2	-	.1	-	-	11.8	-1

Table V

HOUSING UNITS, HOUSEHOLDS, AND POPULATION OF THE CITY OF BOSTON, 1970

Census Tract Districts	District Digits	Dwelling Units (000's)	Vacancy Rates (%)	Occupied Dwelling Units (000's) (Households)	Persons per Occupied Household	Population In Households	Inmates and Persons in Group Quarters (000's)	Total Population (000's)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Allston-Brighton	00	25.3	3.1	24.5	2.4	59.3	4.4	63.7
Back Bay	01	23.1	7.8	21.3	1.6	35.0	16.9	51.9
Beacon Hill-West End	02	8.6	8.5	7.9	1.6	12.6	1.0	13.6
Waterfront-North End	03	4.7	6.1	4.4	2.5	11.0	0.1	11.1
Charlestown	04	5.1	5.8	4.8	3.1	15.0	0.4	15.4
East Boston	05	13.7	6.2	12.9	3.0	38.5	1.6	40.1
South Boston	06	14.4	6.1	13.4	2.8	37.7	0.8	38.5
South End	07	11.9	15.0	10.1	2.1	21.6	2.9	24.5
Mission Hill-Roxbury	08	23.2	11.4	20.7	2.9	59.6	3.3	62.9
Dorchester	09	32.6	7.9	29.9	3.3	99.9	1.5	101.4
Neponset-Mattapan	10	24.5	4.4	23.5	3.2	74.2	1.3	75.5
Roslindale	11	12.3	2.8	12.1	3.2	38.2	1.9	40.1
Jamaica Plain	12	11.2	4.0	10.7	2.9	31.0	2.1	33.1
West Roxbury	13	9.8	1.0	9.7	3.1	30.5	0.7	31.2
Hyde Park	14	11.9	2.2	11.6	3.3	38.0	0.3	38.3
Boston		232.4	6.4	217.5	2.8	602.1	39.2	641.1

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing.

Table VI

ESTIMATED HOUSING UNITS, HOUSEHOLDS, AND POPULATION OF THE CITY OF BOSTON, 1980

Census Tract Districts	District Digits	Dwelling Units (000's)	Vacancy Rates (%)	Occupied Dwelling Units (000's)	Persons Per Household	Population In Households	Inmates and Persons in Group Quarters (000's)	Total Population (000's)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Allston-Brighton	00	27.4	2.2	26.8	2.3	61.6	4.4	66.0
Back Bay-Fenway	01	27.2	2.0	26.7	1.7	45.4	16.2	61.6
Beacon Hill-West End	02	10.1	1.0	10.0	1.6	16.0	1.0	17.0
Waterfront-North End	03	6.2	1.1	6.1	2.1	12.8	0.2	13.0
Charlestown	04	5.6	6.6	5.2	2.8	14.6	0.4	15.0
East Boston	05	14.5	2.5	14.1	2.8	39.5	1.7	41.2
South Boston	06	14.1	3.4	13.6	2.6	35.4	0.9	36.3
South End	07	14.6	3.4	14.1	1.9	26.8	2.7	29.5
Mission Hill/Roxbury	08	25.0	7.4	23.2	2.7	62.6	3.1	65.7
Dorchester	09	30.4	6.6	28.4	3.1	88.0	1.6	89.6
Neponset/Mattapan	10	23.4	3.6	22.6	3.0	67.8	1.0	68.8
Roslindale	11	12.3	1.5	12.1	3.0	36.3	1.8	38.1
Jamaica Plain	12	11.4	1.1	11.3	2.7	30.5	2.1	32.6
West Roxbury	13	11.7	0.6	11.6	2.9	33.6	0.6	34.2
Hyde Park	14	11.8	1.4	11.6	3.0	34.8	0.3	35.1
Boston		245.7	3.4	237.4	2.6	605.7	38.0	643.7

Source: Margaret C. O'Brien, Boston Redevelopment Authority.
Estimates of the housing stock and information on vacancy rates were supplied by Rolf Goetze.
Estimates of persons per household and of persons living in group quarters were based on trends in Boston and throughout the Nation.

Thomas P. O'Neill, Jr., Speaker
U.S. House of Representatives
The Speaker's Rooms
Washington, D.C. 20515

CITY OF BOSTON
OFFICE OF THE MAYOR
CITY HALL BOSTON

Dear Mr. [illegible]:

I am pleased to respond to your letter of March 26th to let you know how the 1980 Census is proceeding here, to the best of our knowledge, and to inform you of the work of our local review task force. I have some observations, also, on the Census Bureau estimate you quote showing a population decline for Boston of 43,817, from 641,071, in 1970, to 597,254, in 1978.

I am sorry to inform you that the 1980 Census has the potential for an extraordinary disaster for Boston and the Census Bureau. As best we can tell, the precensus address count missed fourteen percent of Boston's addresses, representing an estimated shortfall of 35,257 dwellings. Two-thirds of these missed addresses are concentrated in five of Boston's fifteen census tract districts, including 12,000 missed addresses representing 44 percent of the dwellings in Back Bay-Fenway, 30 percent of those in Beacon Hill-West End, 21 percent in South End-Central Business District, 12 percent in Mission Hill-Roxbury, and 11 percent in Dorchester. The Census Bureau has not been willing to tell us how many of these missed addresses have been sent Census forms to date.

Our local review program has thus far generated detailed records for 1,800 of Boston's 5,200 blocks, and a comparison with the identical 1,800 blocks in the precensus count already shows a difference of 21,973 dwellings, with our records showing 125,787 dwellings to the precensus tally of 103,814 for the same blocks. We intend to press our block record compilation to reach a tally of approximately 2,500 blocks in the next two weeks, and to present this information to the local directors of the Census operation in about three weeks.

We are concerned about the magnitude of the correction and verification task, and the Census Bureau's capacity for taking the time and effort to add to the precensus count on the scale indicated. We feel, therefore, we must press for early action and an effort commensurate with the size of the task of correction of the precensus address list.

Our own systematic and documented estimates place Boston's 1980 population at 643,700 and dwellings at 245,700 housing units. We have not seen the Census Bureau's report estimating Boston's 1978 population at 597,254. In the past, we have found fault with the Census Bureau's annual survey of housing, last reported for 1974, showing a decline in the City's housing stock, based on a small sample, while our monitoring of the universe of new construction, conversions, and demolitions showed an increase. We have also disputed the indicators used by the Census Bureau to estimate the current population in Boston.

An enclosed report, entitled, The 1980 Census, Potential for Disaster; Boston's Local Review Program, raises our concerns, provides an analysis of the precensus address count in Boston, summarizes our local review program, presents our estimates of Boston's 1980 housing stock and population, and reviews our past differences with the Census Bureau.

I share your view that it is of primary importance that every effort be made, at every level of Government, to ensure that a complete count is made. At this stage, we believe the Census Bureau must try harder and take those measures necessary to ensure an early and effective effort in correcting their census address list in accordance with the documentation that will be provided in approximately three weeks by our local review task force.

Sincerely,

Kevin H. White,
Mayor

Mr. GARCIA. Mr. Dukakis, are you here?

Maybe it is a little out of order, but because the dialog directly affects the type of cooperation between the mayor's representative and the Boston redevelopment program and yourself in terms of what is being said here, do you feel you are going to be able to use this information?

STATEMENT OF ARTHUR DUKAKIS, REGIONAL DIRECTOR, BUREAU OF THE CENSUS

Mr. DUKAKIS. I have had no contact personally from the BRA.

Second, I would like to comment on the mailing lists that we have sent out, if you would permit me.

This mailing list, this discrepancy of 35,000 or 40,000 units, has been updated. The Bureau has procedures in which we update the mailing list on numerous occasions, on precampus activities, postal correction checks, as you are familiar with, and another procedure, so we have not missed the 40,000 units that BRA has indicated in its testimony this morning.

We have conducted our end of the census by using these methods of updating the mailing list which originally had a discrepancy and which we turned over to the BRA as a working tool. One of the reasons that the Bureau decided to eliminate the phase or the precensus review, was based on the fact that the initial mailing list was not such which would be conducive to a good review at that point.

Mr. GARCIA. I really think the key is to insure that, while I don't want to say who is right or who is wrong, but to insure that in fact you, as the Director of the Census for this region as well as these gentlemen here who represent the city of Boston, to make sure that whatever the differences are that you have an opportunity to explore these.

Mr. DUKAKIS. We would be very happy to sit down with Mr. Ganz and discuss some of these matters. One of the purposes of local review is to bring out these discrepancies, if there are major ones, and we will make the corrections once the census is complete. Remember, our mission has not been completed.

Mr. GARCIA. What disturbs me is the following; if you are talking about a discrepancy of 30,000 to 40,000——

Mr. DUKAKIS. We are not. That discrepancy has been corrected.

Mr. GARCIA. If you are talking about that many, a 2-week review is not going to be nearly enough, and it just seems that the numbers here are really wide.

Mr. DUKAKIS. We are confident that when we turn our totals over to the BRA, who is responsible for the review, they are going to find that there are not these discrepancies in the numbers and blocks.

We are going to turn these over, and we are hoping at that point that these discrepancies will be diminished and these are the ones we will go out and check.

[Mr. Dukakis' statement follows:]

PREPARED STATEMENT OF ARTHUR DUKAKIS, REGIONAL DIRECTOR, BUREAU OF THE CENSUS

Chairman Garcia, Members of the Subcommittee on Census and Population. My name is Arthur Dukakis and I am Regional Director of the Bureau of the Census for

the Boston region. This region covers all of New England and the northern part of New York State. I am happy to be here this morning to discuss the current status of the 1980 census. As you know, Mr. Chairman, we are now in the stage of having interviewers visit those addresses from which we did not receive a questionnaire by mail. Thus, I believe that patterns with regards to the mail-out/mail-back effort and recruitment—items that I know to be of interest to this Subcommittee—are pretty well established.

By way of an overview, as of April 19th, the mail return response ratio nationwide was approximately 89.5 percent. For the Boston region, as a whole, the response was 90.9 percent. Taking a look at the three offices that comprise most of the Boston metropolitan area, we find a range of 84.7 percent in the Brighton office, which includes the city of Cambridge, to 71.8 percent in South Boston. Given the general success of the mail-out/mail-back operation in this region, it's difficult to generalize about the causes for very high or very low deviations from the region norm.

The results of our followup activities are progressing very much according to plan. As you know, in anticipation of possible turnovers or the acceptance of other jobs prior to joining the census, we sought to qualify several times the number of candidates necessary to carry out the full operation. For the region as a whole, we tested 76,980 individuals of whom 64,376 or 83.6 percent qualified for census jobs. Since our required workforce is 23,261, this represents approximately 2.77 qualified candidates per position. Obviously, Mr. Chairman, my office is monitoring this situation very carefully and we will continue to test in order to provide an adequate pool of qualified candidates for carrying out our mission. At this stage of the game, I am quite optimistic about our ability to perform adequately throughout the region. Undoubtedly there will be individual instances of difficulty with some of our district office operations. This, so to speak, comes with the territory. Recruiting more than one quarter million temporary persons in a relatively brief period of time is bound to produce some problems but I believe the situation is well in hand in the Boston region.

The hiring patterns for the temporary workforce adequately reflect our affirmative action goals. For the region as a whole, at the supervisory level, we hired 191 or 8 percent Black, 71 or 3 percent Hispanic, and 16 or 1 percent other minorities. For the total workforce these figures were 1,538 or 7 percent Black, 482 or 2 percent Hispanic, and 89 or less than 1 percent other minorities. Overall, women occupied 63 percent of the supervisory and 67 percent of the total vacancies.

The Speaker's office indicated they were interested in the enumeration of college students, especially in the Boston and Cambridge areas. On the basis of considerable discussions, including a formal hearing before this Subcommittee in 1976, the Bureau agreed to continue the established pattern of counting college students living away from home at their college residence. The rationale behind this approach is twofold: First, for many students, college is a transitional stage in their lives and significant numbers do not return to their parental home. Second, since they reside at the college a majority of a given year, they utilize the services provided by that community which are funded by Federal and State programs and which are based, in whole or part on census data. It seemed most equitable, therefore, to list these students in the areas where they were attending school. The enumeration of college students in Cambridge is virtually complete, and I feel confident that the final totals will reflect an accurate count for the area. We are still in the process of completing the enumeration of Special Places in the other two Boston offices.

Mr. Chairman, I am sure you and the Subcommittee have a number of questions and I would be delighted to answer them. Before closing, however, I would like to comment on two aspects of the 1980 census program that I believe to have been significant.

First, the 1980 census promotional program was without parallel in the 21 years I have worked for the Bureau. The quality of the material and the extraordinary cooperation of the electronic and printed media produced a program which clearly brought the importance of the census to the attention of the American people. In addition to the material produced at the national level, local stations generated their own material and, in cooperation with local Complete Count Committees created a situation in which it was almost impossible for an individual not to become familiar with the census.

Secondly, the vastly expanded Community Services Program whose director for the Boston region, Andrew Stith is with me today, worked vigorously in those communities that have traditionally been hard to enumerate. Their efforts cannot be over estimated and together with the effectiveness of the total program will, I

believe, produce the most accurate count among the 20 decennial censuses that have occurred since 1790.

Mr. GARCIA. Dr. Mark Ferber is congressional liaison for the Bureau of the Census. Do you have any comments at this time?

Dr. FERBER. I would, like to ask that the telegram from Mr. Barabba to Mr. Ganz be inserted into the record where Mr. Ganz refers to it.

It would handle some of these problems fairly accurately.

Mr. GARCIA. I have no problem with that.

Mrs. HECKLER. Obviously, the representatives of the city of Boston have made an excellent presentation with the very detailed and shocking facts that give cause to the credibilty of the number of households that have even been approached in the city of Boston.

Now, my question relates to this relationship between a city's census data collecting mechanism and the responsibilty and the role of the Federal census. For example, in the city of Fall River, which I represent, the figures there have maintained a certain level, and the local representatives and demographers have not been contacted by the Census Bureau, the Federal census takers whatsoever.

Where is the responsibility? If we consider potential area deficiencies of a fairly serious magnitude in Boston, what mechanism exists for the consideration of others?

Where is the relationship and shouldn't there be a relationship between the census taking administration of the city and the Federal Bureau?

I ask Mr. Ganz or Mr. Weis.

Mr. WEIS. It began with the Federal initiative, but Alex's staff happened to attend a conference in Annapolis, Maryland about a year ago and the whole issue of the census and how it was going to affect cities, and we began at that point in time to do this work.

If we didn't happen on that conference, I want you to know that we would not have that information.

Secondly, what we have come to today is we have had a good relationship with the local review people up to where April began to go out. Alex got his data that showed a 35,000 undercount and we made that known to Washington. We got a response from a Mr. Gerson which said, thank you, but that data cannot be used by anyone until the local review begins.

We said, since the local review is now ten days instead of 45 days that is an impossible task. I wrote a letter to Mr. Barabba which prompted this Mailgram which we received back, saying, okay, we understand you have a problem. Don't worry about the data; but at the local level the dialogue has not opened back up because we had the problem with Mr. Gerson saying your data looks good but we can't use it.

I don't have that letter with me. We are not prepared to respond to that, so that initiated a series of letters between myself and Mr. Barabba which I will submit.

Mrs. HECKLER. Would it be safe to assume in the other 35 cities in the Commonwealth of Massachusetts, those that did not send representatives to this earlier conference and who were not aware of what the mechanism might be, their only response to what they

see as deficiencies in the count or the traditional undercount of cities, they are only responsible to rely on the efforts of enumerators during a 10-day period; is that correct?

Mr. GANZ. That is correct.

Mr. WEIS. We did meet with the Lieutenant Governor a month and a half ago, and a number of people throughout the Commonwealth do have some processes set up, but they are generally the smaller towns with the more sophisticated computer analyses in terms of the assessing records.

Where assessing records have not been kept up, and that is not all towns and cities, the data is poor, so you are correct in your assumption.

Mrs. HECKLER. What would your response be in terms of the adequacy in terms of a 10-day review period?

Mr. WEIS. I think it is completely inadequate.

Mr. GARCIA. What do you think is the ideal situation for local review?

Mr. WEIS. I can answer that in the abstract and say the ideal situation is an ongoing process with the local review committee and the people where if we get information they review that information and put it back into their process as opposed to waiting until the review period must begin.

We have had a little of that here in Boston. I will not say that we have had none of it, but as soon as our information came out and with such an extraordinary difference, that I think that it strained relationships and I don't want that to continue.

I am pleading with your committee to assist us in getting back on track immediately.

There is another part to our presentation. That really addresses the areas of change where we have had a large number of migration of young professionals, et cetera, where there has been a large amount of conversion and such transiency at the upper income level.

The other area of our presentation is in the area of the lower end of South Boston and sections of Roxbury where there are clusters of public housing projects, where there are 221(d)(3) housing projects, and I know this has gone on for some time, but the people have come here and the people have asked to come here to present their interpretations of why it is not going on as well there.

We have an undercount going on there. If that is okay with the committee; I would ask, is that all right, Mr. Chairman?

Mr. GARCIA. Yes.

Mr. WEIS. To do this easily, if we could have Betty Mathew and Agnes Owens first.

Mr. GARCIA. Are they on your panel of four?

Mr. WEIS. Yes, and Mr. Driscoll and Jim Sullivan from South Boston.

STATEMENTS OF AGNES OWENS, BETTY MATHEW, THOMAS DRISCOLL, AND JAMES SULLIVAN, COMMUNITY LEADERS

Mr. GARCIA. Please identify yourself for the record.

Ms. MATHEW. My name is Betty Mathew. I am a resident of Roxbury.

Mr. GARCIA. Before you start, Betty, the other lady?

Ms. OWENS. Agnes Owens.

Ms. MATHEW. I live in a community area that is mostly low income and public housing, and in this area we have a very large problem with vandalism, tearing down mailboxes, people never receiving their mail, and I am also a community worker and people stress their concerns to me that they never ever saw the census. They never received them.

So I had suggested maybe somehow they could be sent down to the rent office where they pay their bills and someone is there they know. People are afraid of outsiders that come in and ask them questions, so they won't open their doors.

The forms were too complicated for them. They couldn't read them. They didn't understand them, and they came to me for help to fill them out.

Ms. OWENS. I am Agnes Owens, director of the Community House in Roxbury.

One of our greatest concerns has been the reaching out to the illiterate segment of our population relative to the importance of the census.

Unfortunately, we find that in many cases they have come to the center to have their forms filled out, and due to the overload of our own staff, it has in fact created a problem. In evaluating the effectiveness of the method being used to reach the people, we find that those who freely come in is because they are not able to read and understand the importance of the form. But the larger portion of our multiethnic communities, the literate adult has difficulty with the form and has not responded at all to the census.

We also find that there are those that are on general relief, SSI and AFDC, who are afraid to admit to the number of people within their household.

For instance, working children and others who do not admit to having others in their household or have not submitted their census, where there are in many cases two families sharing one apartment, for fear of being evicted and not really feeling comfortable with the fact that the information they are submitting is in fact confidential.

In view of the existing situation within our community, I trust that a method can be resolved to insure a better count of the illiterate, the illegal aliens, and those on relief.

In view of the existing situation, I thank you for the opportunity of sharing our concerns.

Mr. GARCIA. I thank you for coming before the subcommittee.

Let me ask a question. You stated in your testimony that there are many people who have more than the required number or the number that is listed in the office down in the general office of that housing project. In other words, they may have two people listed as residing in that apartment when in reality there may be as many as three, four, five, and six people.

How have the local people who are taking the census been able to counteract and make sure that these persons are aware that it is confidential?

Ms. OWENS. What do you mean, the people within the general area?

Mr. GARCIA. Let me start from scratch.

Who is taking the census in those areas? Aren't they local community people?

Ms. OWENS. Those are not the ones I am talking about because mine is not so much the housing project, though I know that this is a problem within my area in the housing project, and people are not giving information.

Mr. GARCIA. Hold off, then. It is not the people who live in that development taking the census?

Ms. MATHEW. No.

Mr. GARCIA. Where are the census enumerators coming from?

Ms. MATHEW. I don't know, but some of them are outsiders, not known to the community at all.

Mr. GARCIA. Well, one of the things we try to stress was to have local people count because we felt it was very important as opposed to 1970 and 1960 when people from the outside came in.

I represent predominantly Puerto Rican and black areas and senior citizens and elderly Jewish people in my area, and I would say this to you, if I may. We have tried to stress in those developments where we have blacks and Hispanics, they go in and count, and where we have elderly Jewish people, we have senior citizens going in.

We have our problems but there is some sort of dialog back and forth, and you say that is not taking place in the public housing developments here in Roxbury?

Ms. MATHEW. Not in the section where I live. I can only speak for the section I live in.

Mr. GARCIA. You will have a very difficult time with outsiders coming in trying to get counts in the inner city.

Mr. TILLMAN. I would like to know where she lives?

Ms. MATHEW. Academy Heights in Roxbury.

Mr. TILLMAN. What street?

Ms. MATHEW. Codman Park.

Mr. GARCIA. Your name?

Mr. TILLMAN. Ron Tillman. I am the district office manager for that region. I am kind of curious.

Mr. GARCIA. So, then, from what you say, we continue to have problems in that area?

Ms. MATHEW. Yes, there is.

Mr. GARCIA. We have the people from the census here and maybe they can talk to you.

Ms. OWENS. I question the fact that the census form is being sent into the community where they are not able to read, and when they go to the agencies to have it translated, in most cases it is the long form. It takes a lot of time to translate from Portuguese into English for a number of people sitting there waiting to go through the long form. And if there could be a form that we would perhaps be able to use, automatically use the short form or whatever, and eliminate much of the things that were within the form. People don't want to answer it. They just feel that it is really being too personal.

Are we looking in fact for a head count or looking for people to be intimidated and not get a true count? We are not getting that within the area. There are families that we know that have been in the country, they are illegal entrances, and they have raised fami-

lies and they are not going to tell you how many are in the families.

Mr. GARCIA. I couldn't agree with you more in terms of some of the questions on the long form. It is really all we have to work with this year, and we can find all the problems we want in terms of the bureaucracy and the Bureau of the Census, but I would say to you, at this particular moment in history, our responsibility is to encourage, as difficult as the job may be, for people to fill out some of those forms. Our responsibility is to encourage people to fill those forms out, to send it in. And if there is a problem, to try and get somebody to come over to that particular household to fill that form in.

I would say to you over the next few years we can put some reforms in for the 1990 form. This is all we have got, and the ones who lose out for the most part are always the ones from the inner city because we are the most difficult to count because we are so skeptical of government.

All I say to you is at this moment, and to you as well, please go back into your communities and make sure that everybody is counted and make sure that the message is very clear that we are going to have to live with these figures through 1990. And what you get now is what you are going to have to live with. And I can and you can talk about the politicians and everything you want, but when you start to talk about moneys coming back into a community, this is really where it is at. So I would ask both of you, and I know the frustrations because I have shared those frustrations with you.

I have not had this subcommittee long enough in terms of the form, but I would hope we would make some difference in terms of where we are going.

Thank you.

Mr. SULLIVAN. My name is James Sullivan, the South Boston Community Development Corp.

Mr. DRISCOLL. I am Tom Driscoll. I am a member of the South Boston Resident Group.

Mr. SULLIVAN. South Boston is a community of some 39,000 people and is situated minutes from downtown Boston, Logan Airport, and all the major transportation arteries serving the city. In addition to road and rail access, South Boston has a major portion of the city's waterfront land zoned for industrial use.

Despite these development advantages, South Boston has been depressed economically due to the flight of business and industry to suburban locations. This exodus of jobs left many low-income residents without options for employment opportunities or the economic benefits which derive from them.

Unemployment in South Boston has been estimated at between 12.5 percent and 18 percent, figures which are unacceptable to the community and way above the national average. The median family income ranges from a low of $4,590 with 60 percent of the families earning less than $5,000 in the D Street area to a high in the West Broadway/Lower End neighborhood of $7,100 to $9,316, with 25 percent of the families earning less than $5,000.

I will be fairly brief with two statements.

I believe the problem that we are experiencing is the "What is in it for me" syndrome. They see this long, complicated form. When a man is out earning $5,000 a year trying to support his family, competing oil prices, milk, eggs and bread and butter in the same category, they take a look at a census form and they say, for what?

The other point is the complexity of the form. It was an ex-Navy man working down there with the census, and to see all these toilets in here, it makes no sense. The census is to count the heads of the people, and once again, as Betty said, the general negative attitude toward the Federal Government, State, and local, because of past performances.

This form is long and complicated and they can see no reason for filling it out. It is not going to do them any good. We want people out in the field. We need more people out in the field.

Mr. DRISCOLL. I would like to thank you for this opportunity to testify today.

The primary cause of the low return rate in South Boston is the nature of the information requested. The residents of South Boston view the questionnaires as an invasion of their personal privacy, and they find it difficult to understand why the Census Bureau needs all of this information when their sole mandate is to take a head count.

If this is the mandate of the Bureau which their commercials say it is, then the form should be reflected to affect only the need for the head count. I can understand the desire on the part of the Census Bureau to collect as much data as possible, but consider the difficulty the average person would have completing the form, even if they wanted to do so.

The Census Bureau ignored the chance to place employees within the neighborhood to answer questions or assist the average citizen in completing the form. There are dozens of social service or public agencies in the neighborhoods of Boston which could have been used as site offices rent free.

I doubt if the second phase, using neighborhood residents as data gathers, will work in South Boston. Though the idea is laudable, the people of South Boston are not going to open their lives to their next door neighbor.

I would like to make several recommendations and one you have already answered. One recommendation would have to be, abbreviate the form to reflect that only of a head count, and another would be to, after the form had been shortened, if it were possible to place people inside offices in rental housing, in public housing rental offices in the local little city halls, welfare offices, community school offices, whatever public agencies might be available, to assist people in filling out the forms and act as an informational source. And last, to create a better public awareness.

I realize that there were commercials on all the major networks on all the local television stations, but nothing really done in the local media. In South Boston we have the South Boston Tribune which is read by many of the residents, and there was nothing really done in that to explain the importance of the census, why the head count was important and why we should be involved in it.

Thank you.

Mr. GARCIA. Many people were under the impression that the census is over.

While there was tremendous publicity prior, and I think the publicity was very effective, but there has been an absolute let-down and I would hope that you would be able to get the type of media coverage over the next month or two, as it was prior to the census, because many people have said to me, "I thought it was over, Bob." I mailed it back or I haven't mailed it.

Mr. DRISCOLL. We are having difficulty with the inner city types of neighborhoods and in South Boston, in the lower end, the 221(d)(3) housing projects, public housing units.

One of the ways to overcome that would be through local advertising, local newspapers, something of that nature, even if it were a poster campaign, even if handouts were given to the community schools down in that area to let people know it is in fact ongoing.

A lot of the people I know thought it was over if they didn't send their form in April 1.

Mr. GARCIA. That is the impression that many people have.

Are there any questions?

Mr. MOAKLEY. I thank you both for your information.

Do you think it would work, though, if you held both your organizations available to work with the census and provide your onsite locations that people then could go and ask questions?

Mr. SULLIVAN. Never been approached.

Mr. DRISCOLL. Many of the elderly people of the community did reach out to the city hall. The city hall staff must have serviced anywhere up to 50 people that wanted help filling out the short and long forms.

Mr. MOAKLEY. I agree; I don't think the people realize that this impacts on the Federal aid coming into the areas, and by them not filling it out they will probably receive less Federal aid. It isn't just that we may lose a seat.

Mr. DRISCOLL. It has never been broken down to show them what they receive.

Mr. MOAKLEY. I want to commend you on your facts and figures.

Mr. GARCIA. Let me say, Mr. Driscoll, in 1970 the census is still mainly geared for political purposes, but since 1970, with CETA and revenue sharing, the relationship is direct in terms of the actual dollar, and that is what we have on the books now.

We don't know what we are going to generate over this next decade of the 1980's. There may be other programs or whatever it may be.

The point is that in terms of dollars we really don't know. It may escalate, so that the $200 per year per person, which is a general broad figure that we use, or $2,000 a person per decade, is really a lot of money when you start to multiply that by a couple of thousand people missed here and there.

I want to thank both of you for being with us today. The people are here from the Bureau of the Census and the regional officer is here, so I would hope that you would have an opprotunity to talk to those people from the census to see how your organization can connect with theirs to make it possible that you can coordinate and get a better effort.

Mr. SULLIVAN. We would be happy to.

Mr. GARCIA. The next panel is Marie Pierre Louis, Mr. Victor DoCouto, and Mr. Hector Miranda.

STATEMENT OF VICTOR DOCOUTO, EXECUTIVE DIRECTOR, CAMBRIDGE ORGANIZATION OF PORTUGUESE AMERICANS

Mr. DOCOUTO. The other two panelists will come later.

Mr. GARCIA. You are the executive director of COPA?

Mr. DOCOUTO. That stands for the Cambridge Organization of Portuguese Americans.

I want to thank you for allowing me to come before you this morning and talk to you about the census and how it impacts on our community.

The Portuguese community in Cambridge is fairly large. We have been here for quite some time and constitute numbers probably about 7,500 to 10,000 people, and the number fluctuates that much.

In the last census, the 1970 census, the Portuguese as a community were tremendously undercounted in Cambridge. The census came up with a number of about 4,000.

Jimmy Ito Adler did a study. He is an anthropologist from Harvard who did a study on Portuguese in Cambridge, and his study revealed about 7,500 Portuguese in the city.

It was quite a discrepancy.

Mrs. HECKLER. What was the official figure?

Mr. DOCOUTO. It was 4,000. The importance of the census through our community comes in the fact that as a minority we do not have national standing as a minority.

On that point, I would like to talk about the instrument itself. I realize a lot of testimony that has been given about the instrument and the fact that you have to live with what you have, but one of the real problems was the way the thing was laid out.

In a city like Cambridge it is crucial to be able to identify those groups because they are in need of those services, bilingual services and the like.

As far as the census service and our relationship with them, it has been very good. I attended meetings. Their staff came to my organization and gave an orientation and we worked with them very closely.

The only criticism I have, if any, is the fact we, as a community based organization with very limited funds and resources, were asked to do an awful lot of things for the Census Bureau gratis. We did in fact do a mailing to our constituency, our community. We mailed out over 3,000 pieces in Portuguese advising people of the upcoming census and the importance of it.

We physically at our agency filled out in excess of 200 forms, long and short. Again, we did all of this at our own expense, because we do realize the importance of it.

The review period which is being talked about now is one of the main reasons I am here. I have talked with people from the community development department, and it is crucial for our community that the review period be extended by 2 weeks or whatever length of time it takes.

Because of the bilingual or the monolingual nature of the community, it will be essential that these people be reached. One

problem I do have is that I am told that there were bilingual people hired to do a count. I am the single agency in the Portuguese community in Cambridge. I have yet to have these people come to my agency and identify themselves and tell me who they are.

While we work fairly closely, since the hiring of the bilinguals, they have not come to us.

Mr. GARCIA. You are the only person of Portuguese background working at the census.

Mr. DOCOUTO. I don't work for the census.

Mr. GARCIA. Do they have any Portuguese people working as enumerators?

Mr. DOCOUTO. They say they do. I have yet to see them. These folks have not come to my agency. I have talked with other people from the Bureau and they have been in very close contact with me; but as far as the bilingual enumerators, I have not talked with them.

I don't know if they are out there in the field or not. Maybe the people from the census can tell me who they are and what they are doing. They have not been to my office.

Mr. GARCIA. Would you have that; I mean, as the person working directly with the Portuguese community, you should know.

Mr. DOCOUTO. I feel that those people should have come to me, yes. I should know who they are, because I can open a lot of doors through my agency into the community and those people should have come to me, but I want to emphasize that the census people did work closely with us but as far as the hiring of the bilingual enumerators, I don't know who is out there.

The extension of the review period is going to be crucial because the Portuguese community suffers from the lack of English capability, and there is a high incidence of illiteracy in the community.

As to the long forms that we filled out, it was taking over an average of 45 minutes to 1½ hours, depending on the size of the family to elicit information from people. If you have an individual come in with five or six children talking about dealing with green cards and dates of birth and everything else on there, which is a pretty lengthy process.

If there is a gross undercount and they will only allow 10 days to go out there and identify those people, it just is not going to work.

Mr. GARCIA. I have had conversations with the Director of the Bureau of the Census and the 10 day local review period, I am certain, will be extended, whether it is extended officially or unofficially. I think we are all in agreement that 10 days is too short a period of time, but one of the problems in my conversations with the Director was, if you make it a 20 day local review period, what happens?

You want to go 30 days, so I think they are prepared to give us the leeway but we should be prepared to try and complete it within the 10-day period, and if more time is needed we can get more time for you.

I just feel very strongly about that, that we are going to need additional time, 2 weeks is 10 working days and is really insufficient; but if you have any problems with that in terms of your

community, please let the subcommittee know, and we will try and get some additional time for you.

Mr. DoCouto. The only problem again that I see is the number of bilingual enumerators.

Mr. Garcia. We have the people here from the Bureau of the Census who are responsible for Massachusetts, and you can ask that question directly and if you would like I can do it now.

Mr. Dukakis. I don't have any figures for the Portuguese in Cambridge.

I do have some figures for Mrs. Heckler's region in New Bedford. Three out of our six crew leaders are Portuguese; 25 out of 60 of our enumerators in New Bedford are Portuguese speaking, and in Fall River 22 out of 60 enumerators are Portuguese speaking in Fall River.

I would be most happy to sit down with this gentleman. I know Mr. Smith has been working very closely with you, and we need to continue this.

Mrs. Heckler. I can verify this; we have been contacted and we have suggested a number of Portuguese speaking people who could be enumerators and be hired. I am curious about one thing, Mr. Miranda.

Mr. DoCouto. I am Mr. DoCouto.

Mrs. Heckler. That answers my question, which was how could you be chairman or executive director of the Hispanic Council unless I have misunderstood for all these years those basics.

Mr. DoCouto. I guess I could say Hector was not able to come and neither was Ms. Pierre-Louis.

Mr. Garcia. We will catch them at our next hearing, because we will have another hearing here in the next 2 or 3 weeks.

Who was that gentleman that did the study?.

Mr. DoCouto. Jimmy Ito Adler, "The Forgotten Minority." The Portuguese have large numbers and a lot of strength politically. The Portuguese in Cambridge don't have it, and it is very important that we get counted.

Mr. Dukakis. I have been working very closely with the professor from Boston University, the gentleman who is interested in the Portuguese population in Massachusetts.

Mr. Garcia. Is Mr. Ned Handy here?

STATEMENTS OF DAVID VICKERY, ASSISTANT CITY MANAGER FOR COMMUNITY DEVELOPMENT; SAUNDRA GRAHAM, CITY COUNCILWOMAN, CAMBRIDGE, MASS.; AND BRENDAN FLEMING, CITY COUNCILOR

Mr. Vickery. My name is David Vickery. I am assistant city manager in Cambridge, and I am speaking for Mr. Handy.

On my left is Representative and City Councilwoman Saundra Graham from Cambridge.

I think Saundra wants to make a few remarks, and then I would like to make a statement.

Ms. Graham. Thank you, Mr. Chairman, and this honorable body, for affording us the time to speak to you about a very important problem, and that is the 1980 census.

First, I would like to state that I on my own took up the issue of the 1980 census, and since I knew they were going to have a

meeting in Boston in the fall and as chairwoman of the Massachusetts Black Caucus, we are very interested in the redistricting of at least Roxbury because of the amount of black people and Spanish speaking people there.

We now understand one of the seats might be dropped, so the 1980 census is very important politically. On the local level it is very important because of how our money is allocated, and that is the reason why I am here.

People seem to think Cambridge is a very rich city because of Harvard and MIT. I am here to tell you there are very dedicated community people who have lived there all their lives, and it is very ethnic.

We have a new influx of immigrants coming in. The Haitian population, which is French, and more Spanish are coming in and Portuguese who have been here and are still coming to our city. Those are the forgotten ones, the black community as well. They have always been forgotten, but we intend to make our views known in the political arena as everybody else is trying to do.

I took it upon myself to call the regional office at least in Cambridge because I had not heard one word from them. I informed my affirmative action office in the city of Cambridge to get in touch with the region to tell them we are interested in trying to get enumerators out into the black and Spanish speaking communities.

I don't know how that went. I have not seen one enumerator in my district. I have asked some people. Now, I do know there were some people hired. I don't know where their workplace was, but as a black leader in the city of Cambridge I have not been contacted by one of them. Lord knows, my vote is consistent and it is constant.

I am a State representative now for 4 years and on the city council for 10 years. Not one of those people has contacted me. If they want an entree into the minority communities, they should have contact.

I am here today to ask for the extension. Because of the kind of population we have, we need a full count in Cambridge. We have a major port of entry for immigrants from many parts of the world. A medium family income in 1970 was near the bottom among the Boston metropolitan area, 100 cities and towns, and we ranked 96 to be exact. By 1975 our medium income family had slipped even further below the Boston metropolitan area average.

In 1970, 43 percent of our citizens were of foreign stock. That is quite a high number and not one of our 32 census tracts has less than 25 percent foreign stock in the city of Cambridge.

Our island of university life, notwithstanding, this is just talking about the community, and we are essentially a lower income city, 55 percent by Federal definition and a city with a large constantly changing immigrant population, and a city with a high ongrowing percentage of minority citizens.

An undercount will hurt our people badly. Conversely, the very fact of having a large lower income immigrant minority group of citizens who particularly need and deserve an accurate count brings with it greater than average difficulty in accomplishing this. We run the risk of having many households among our groups

most in need of financial assistance report lower than actual household totals, and we cannot begin to assess the extent of this problem until we relieve the preliminary counts for review.

I would like to just wind that up by saying that in this day and age where there is a crisis and everybody at the single level, that in the city of Cambridge the housing stock in Cambridge is in serious condition because of the influx of some students in our area.

Our community people are finding it very hard to find a place to live, and so what is happening is they are living in public housing two and three per family. This presents us a problem in terms of counting those heads because they are afraid. Again I will reiterate that in public housing, your rent is based on your income, and if you have two or three working people in that household they are not going to report that. They are not going to do that.

With the issue of condominium conversion, I don't know where our people are going. We don't know where they are going. The upper middle classes are forcing them out. We don't know what is happening to them, so it is important that while I know this is the method, this is the tool, and we are going to abide by this this time so that more of us can be counted.

We would hope that you take into consideration for the 1990's another way of getting that information. Again, the issue of the deadline date, I have black people in my community who still have their census form on their dresser. No sense of filling it out. The date was April 1.

I am trying to fill it out anyway and send it in. It was just a target date to get the majority of those forms in. I think that you should consider in 1990 a different time frame for urban areas than suburban areas. I think that the issue of trying to get into those households is a very serious issue.

In the city you get ripped off twice a day almost. You get a lot of people asking to come to your house and a lot of people aren't going to answer those doorbells. At night it is even worse. I don't open my door at night if I don't know who is at my door.

As far as enumerators, we need to make an extra effort. I will say right here I am a political woman just like all of us are political and the jobs that we picked were very political. The people who got hired were very political.

The process which they got hired by was very political and so when you have that kind of politics entering into a 1980 census and people wanting to be counted, you don't have the people to work in the districts.

I cannot tell you who is working in my district now because I have not heard from the district, 1980 census people at all, so I am asking for that 20 days and hope that the district people will get in touch with me and in the hopes that they would hire more minority enumerators to get into those households that are forgotten and hope we could get the precensus data so we will know how to get to the areas.

The CETA slots have been frozen. Those slots that we were going to use now have been frozen, so we will have to depend on people like Victor, the Spanish community, the French community and

the black community to try to allocate a person to really get into households.

That is a serious problem, and we are trying to find a way that we can do that.

Mr. VICKERY. Again, what we are basically requesting is an extension of time so we can adequately respond to the census to date. Cambridge is a city of about 102,000 population.

We are concerned that our population may drop below 100,000 primarly because a number of Federal programs are geared to 100,000 population, so we are very concerned about keeping our count accurate at the existing population, which we feel comfortable at.

It is in fact above 100,000.

I would like to congratulate Mr. Ganz in terms of the work he has done using really the precensus count of addresses. Unfortunately, every community wasn't given that precensus count of addresses, and if Cambridge were afforded the opportunity today to be given that, those addresses, we too could come up with what we think are already discrepancies in Cambridge, in particular in the lower-income areas, and in particular with the areas that have a heavy percentage of foreign born populaton.

Again, our request is simple. It is to give us time and the opportunity with the precensus count of addresses and to come up and work with the census individuals to accurately reflect Cambridge's population.

Thank you.

Ms. GRAHAM. Could I just add to that?

One of the issues that the people say to us is, well, where does the money go? If we are going to be counted then where does it go? The 1980 census, if the formulas are based on that, then we stand accountable. Then I can say to my Portuguese or the black community, hey, we got x amount of dollars of the community development black grant money because you were counted in the census. We are going to try to make the programs work, like housing, have more liable housing stock, to keep their streets clean.

The impact of this is really beginning to take a toll on our school districts. Cambridge is in severe trouble in the school system because of the bilingual and the Spanish needs programs in the cities across the Commonwealth.

All of the schools are going to be in terrible trouble and every year we encounter at least 250 more foreign born into our Cambridge school system, so we are in terrible trouble in terms of that.

Mr. GARCIA. That in itself is an answer to the question that you have asked. I mean, just in the question of bilingual education, there is no way that we are going to be able to determine how many Hispanics or Portuguese or French are residents of the Cambridge community unless they themselves come forward and it is always those persons who are reluctant to participate.

We, as leaders in our particular case, as political leaders, have a direct responsibility to make sure that they understand totally why it is important that they be counted as opposed to presenting what the problems are.

We have to be talking about what the positives are over the long run and I just wish we could get them from the people here who

are representing the census, the number of Federal programs that are directly affected by the census, and we can give you that information before you leave today, so as a basis you can go back and use that as a cornerstone in terms of trying to get those people to count themselves.

Ms. GRAHAM. I agree to that. I have had no contact with the regional office in Cambridge, and that is the problem.

Mr. GARCIA. I hope we can clear that up right now. They are here and you are here. You should start to talk right now.

Mr. DONNELLY. Am I correct in saying that you are the only minority office holder in the city of Cambridge?

Ms. GRAHAM. Until last year. There is now a black woman on the school committee.

Mr. DONNELLY. Neither of the two elected minority officers at the city level have been contacted by the census.

Ms. GRAHAM. That is right. I contacted their office and I advised my affirmative action officer of the city of Cambridge to stay in touch with them.

Mr. GARCIA. Mrs. Heckler?

Mrs. HECKLER. Saundra, I have a brief summary of some of the Federal money, and I would be glad to provide it for you later and in written form, but to mention a few programs that I know would have a great deal of impact in the city of Cambridge, for Massachusetts in 1979 based on population as one of the major factors, the nutrition services for the elderly received $7 million; Head Start for the young, $16 million; summer youth employment program, $20 million; law enforcement, LEAA, $1 million; highway planning and construction, $176 million; State and local government revenue sharing, $145 million; community development black grants, housing, and so forth, $90 million.

One of the prior witnesses who gave excellent testimony was representative Galvin; and since it was brought out in this hearing that two other States were able to contribute for funding for personnel to actually get an accurate count of the population of the State, because so much for the next decade depends on this.

It was his opinion that such funding might be available from the Massachusetts general court. Can you see them appropriating any funds to supplement the personnel costs?

Ms. GRAHAM. Not right now. All of the budgets have been cut. I am not sure what we can get from the Brighton general court, but we are in there fighting all the time. We are trying to get money wherever we can. If the Congress decided the military program was too large and decided to transfer us some money we would be in great shape, so we are already trying to squeeze the one taxpayer on a State and city level and the same person who is paying the taxes.

I don't know what the answer is to that, but your definition is of the programs, now that has not come across in your media blitz.

Mrs. HECKLER. These are specific dollar figures that are astronomical for our State; $458 million for 1 year times 10 years. I have only selected a few programs out of 50.

We are talking about money that our people aren't going to send to Washington because all of this Federal money comes from the people of the country.

Ms. GRAHAM. That was the tragedy of the media blitz. The media blitz did not spell that out. I saw it on the 11 o'clock news. I only see the 11 o'clock news.

We have a Speaker who decides to work late at night all the time. That issue has not come across to the people. All we saw was the Federal income tax, have it in by April 15. If not, there will be a penalty. Here we go again, have it in by April 1, or there will be a penalty.

I have not heard yet on television that people can still send in their census forms. I have not heard yet on television that because of the census form your city under these programs will receive either more or less, based on the information that comes into the 1980 census.

I think it was geared toward a one-issue campaign, the redistricting of the Congress. Everybody knows that is going on now, and some of them say, why should I help that person get elected. He never helped me. That is the kind of feedback that I get from my community.

My community says they don't see a black person at all in the State of Massachusetts, so why should they be counted? If we begin to broaden this thing to tell people that, yes, there are dollars there for the community, you would get more of a census count. We got to wipe out 5 or 10 percent of the people who will not fill them out anyway.

As a political leader, I try to get to mine through the congregations and the churches, through our community organizations, most of the people go in my community, but still I have not seen enumerators in the community per se, maybe because I am not there enough.

I am not saying that they are not there, but I don't know who is there because they never contact me to tell me that.

Mr. GARCIA. Saundra, we will take full advantage of you now that you are here and they are here.

Mr. MOAKLEY. Mr. Chairman, Saundra, I think it might be well if we could arrange it somehow for you to get on the three channels on a public service thing and go through some of these things, that the census is not over and with the aid of some of the figures Mrs. Heckler put forward and go through the arithmetic of the census rather than who is who.

Ms. GRAHAM. I can say that to my constituency. If it is not backed up by any figures, then that is a different test.

Mr. GARCIA. We have held quite a few hearings. This is the first visit to Boston; but in view of the fact that we have had so many problems that are coming forth we will be back.

We are going to make every effort on the next trip, in view of the fact that the Drinan press conference had taken away all of the press coverage we had hoped to have with us today, that we will do it again.

That next go-around we will be able to get the media here and make the presentation and I think that the Bureau of the Census that is seated here, that the publicity must be ongoing over the next couple of months.

Mr. Fleming?

STATEMENT OF BRENDAN FLEMING, CITY COUNCILOR OF LOWELL, MASS.

Mr. FLEMING. My name is Brendan Fleming. I am a city councilor in the city of Lowell, and I have been interested personally in demography for a number of years.

I used to be an assistant actuary under Frank Donovan's insurance department when you were there a few years ago.

I am kind of concerned when I listen to testimony that has come forward here this morning. I have a feeling that there are some people who did not take an interest in the 1980 census until just recently.

After all, many of us have been working in the area since roughly 1973, 1975. First of all, we set up a Citizens Advisory Committee and we got in touch by mail and by telephone with every single organization we could think of that would represent the various ethnic groups, you name it, we tried to get in touch.

Including the media, there are two local radio stations we had members of on the committee. There is a newspaper in the city and we had members of the newspaper on our committee. Our relationship with the district office and the Census Bureau has been very good. We have worked very closely with Bill Habib and Mr. Dukakis.

As far as I am concerned, the cooperation has been tremendous. Our committee has been such that we have gotten, in Lowell you have a Greek community, Portuguese, Spanish, French, Polish, Irish community, the whole works.

Mr. GARCIA. What is the population of Lowell?

Mr. FLEMING. Around 94,000, 95,000, and we also have the University of Lowell, so we have a large number of college students also.

What we have been doing through our advisory committee is to see if it were possible for the various ethnic groups to have representatives come forward and help us to get a good figure.

We have also had what we refer to as a technical subcommittee, and that subcommittee has been working with the director of the CEGA program, the CAP Agency, the planning staff of the city, and we have been working also with the buildings department.

The planning department has taken the building permits from 1970 coming foward so that we can put the pluses and minsues in to find out how mnay living units we have.

We have worked closely with the post office and a member of the postal staff on our subcommittee, and these are all volunteers, by the way, and the cooperation has been tremendous.

Whenever we have had any problem with minority representation insofar as the enumerators we can get in touch with Bill Habib. One of the problems, they have not been able to get enough people to work. The staff would be working along, and all of a sudden the IRS needs additional people, and some of the staff would leave the Census Bureau.

We have had a bank of telephones and when April 28 rolled around that weekend and the following weeks, the people manning those phones with taking questions and the questions mainly involved what should I put down for the value of my property, so we have had a good positive relationship.

The thing I am concerned with is that if we continuously have negative publicity about the forms are too long, the forms are too difficult, it is going to hurt what we are trying to do. The form was not developed yesterday. The form was developed over a number of years.

I am a member of the American Statistical Association and attended meetings in Boston when we were asked what questions you would like to see, and it isn't one of those forms where it was put together yesterday, so that I would just like to point out that there are public officials and I have been a city councilor for a number of years.

We had worked with the city manager and set up a citizens advisory committee, the embyro of it, before it was actually established, and we brought a motion into the citizens council to be sure that the council knew that we were establishing an advisory committee.

I was lucky I got a second. That is how interested they were in the population figures which I think is not good.

If you want to get some interest you can get more interested in where to locate a public housing unit than you can where to locate in the population.

Insofar as the Federal Government, for that matter, informing people as to why we need good accurate numbers, and I speak only for Lowell, but the information that was put out in the Lowell area as to why we need the figures was really very good.

Again, I think one of the main reasons is that the radio stations and the newsapaper worked very closely with us and the Census Bureau staff worked very closely with us, so there are a few points I would like to comment on.

We have a police listing, and I noticed one of the first individuals before the mike when I first came in talked about the State doing a census.

Each year in the State, and I speak only of Lowell now, but being one of the cities, we take a police listing. It actually is now a yearly census. That census is not taken anywhere nearly as well as the Federal census is taken, and I speak in terms of accuracy now.

If I may give you a detail, a policeman will go into a ward and he will have last year's printout and take that printout and check off the number of people in the home.

If nobody is in next door, he might ask the person here who is living next door and get the information that way, so when you get your figures your figures are not that accurate whereas we are hoping with our 1980 figures that we will really have a good count in the city of Lowell.

We have established through the post office, through the planning development our own number of housing units. Now, granted we are not the size of Boston, not the size of Cambridge, the cooperation has been the thing, I feel, that has helped us tremendously.

One of the points I would like the committee to address some time in the future, many cites and towns are going into computers, and if I may just to give you a problem that we have:

The buildings department in the city would have one identifying number for a piece of property. The assessors may have another

number for that piece of property. The water department may have another number for that same piece of property.

We have an opportunity through this census of working together with the census people to maybe come up with an identifying number for a piece of property so that, for instance, if there are Federal statistics available to us by enumeration district, we can take advantage of it because the information will come to us that has already been drawn.

With the work being done on the nine-digit ZIP code, that also should be a great help to us. I realize the Census Bureau, I know that the nine-digit isn't being used yet, but if we are having problems with the population gathering the figures now, I wonder what it is going to be like when the nine-digit ZIP codes come out.

I certainly appreciate the invitation to come here.

Mr. GARCIA. You are one of the few people that actually is a politician and a statistician as well. You fit perfectly into the scheme of what we are trying to accomplish.

Mr. FLEMING. I have been a professor at the University of Lowell for 23 years in the math department. If I were to go into a room as a politician you are kind of looked down at.

I have been around 10 years. If you go into the room and say you are a professor there is a different way of looking at a person.

It is the same person.

Mr. MOAKLEY. How do you run for a professor?

Mr. FLEMING. As I say, I have been interested in the demography for a long time and I personally have worked with the Boston office for a number of years. The cooperation has been tremendous, but I will say this much, that the initiative for the most part has come from us, because they have other cities and towns that they are concerned with, but when the initiative has come from us they are more than willing to go out of their way to help us.

The 10 days is all right. We will take whatever you would give us.

Mr. GARCIA. What do you think the ideal length of time is for a local review?

Mr. FLEMING. I am satisfied with 10 days the way we have been working now. If in the future there is going to be something, for instance, you are going to give the city of Cambridge or the city of Boston 20 days, we would like the 20 days, too.

We are working for this particular goal, that when that figure is given to our highest elected official on that first day of the 10, we will be ready to do our work because we have already set the groundwork.

In fact, we talk to Bill Habib on the telephone. We don't want to tell him what our figures are. We want to be able to say, you give us the figures and we will go ahead. If there is a discrepancy in a particular area, we are willing to take our people from the planning staff and go in there and do a study to see if we can straighten out the difficulties.

Frankly, we have found that the mailing the number of livable units that have been mailed out, the forms that have been mailed out about the correction, by the way, our district office found that there were about 245 that may have been missed. They corrected it. They went out and got the forms straightened out.

The figure that the city of Lowell has through the planning department and our technical staff, and what was sent out, we are very close, less than 1 percent.

Mr. GARCIA. You are the exception not the rule; do you know that?

Mr. FLEMING. That is my understanding.

There are very few cities and towns in Massachusetts who have set up advisory committees. What do you expect if they don't want to do it? It isn't that the material has not come out. I have been deluged personally with material to set up a citizens advisory committee. When the pressure is put on them, things will be done.

I have enjoyed it, and in fact as a result of the work that we have done through the 1980 census the people on the technical committee in Lowell would like to stay together in the sense that they would like to be able to meet regularly so that we can keep our figures up to date.

Negative publicity is going to hurt us but the positive publicity will help us. We have a Portuguese community in Lowell and we have a LUPA organization, and we are a very tightly knit group of citizens. When they buy a house they fix the house up. They work closely with the church. They live near the church and work together very well, but we want to get a good count, too.

Mr. DONNELLY. I would like to take this opportunity to congratulate you and the people in the city of Lowell that have been so good to monitor this situation. I don't know if you were here when the people from the Boston Redevelopment Authority testified, and Representative Galvin from Brighton testifed about the discrepancies in the count, you have stated that you think 10 days is enough.

I wanted to get your opinion in terms of a large discrepancy in a major city like Boston that probably hasn't done the work in advance, as you have done in Lowell; would that in fact be enough time for a city the size of Boston?

Mr. FLEMING. Boston has to be handled separately because of its size, and I would certainly be in sympathy when I hear that they have 35,000 out of the way. In Lowell we did have 200 and some odd. As soon as they were found the Census Bureau got out and got those forms out there.

Boston has their own separate problem.

Mr. DONNELLY. We do.

Mr. FLEMING. Boston has their own large staff.

Mr. DONNELLY. If I could direct a statement to Mr. Dukakis. It is important that we establish some communication in the city of Boston prior to those 10 working days to set up a good relationship.

Mr. DUKAKIS. We will do this, and let me comment, if I may; let me comment on a couple of things that Mr. Fleming has said.

When the Bureau devised this local review program, it devised it with the thought that each community around the country would do what Lowell has done. Lowell and Brockton and a number of other communities in Massachusetts have done what we envisioned they would do.

You cannot do this sort of thing in 2 or 3 months. You have got to work at it for 1 year or 2 or 3. When our initial local review letters went out to the 38,000 municipalities around this country, there were a number around this State that grabbed hold of this

letter and they contacted us and our Washington people and did their homework.

The local review process will work, I think. What Brendan said, Lowell picked up 200 misses, 250. This is what we have done in Boston. Out of these 35,000 misses that the original mailing list produced, we have added to that initial list and we are close to the 240,000 that the BRA is estimating the housing unit count for Boston really is.

This is what the procedure called for, and we do have our problems in Boston. Our rate of interview fallout is much larger in Boston than in the other cities and towns, but we are constantly training and recruiting people to go out into the areas that were mentioned.

Whatever assistance we can get from the BRA and others we will certainly accept and do the best we can to come up with a good count. I am personally interested in a good count for the State of Massachusetts.

We have got to get a good count and we are putting our best foot forward to do the job as the Bureau has envisioned the course the Census Bureau is to take. We are still in the middle of the battle. We haven't completed the census.

Please allow us to complete the census and turn our figures over to the municipalities.

Mr. DONNELLY. That is a good point, to encourage dialog between the Bureau of the Census and the city.

Mr. DUKAKIS. The lady that was sitting here met with us at the Black Caucus with my community services individual, and they knew what the census was all about. She has had two telephone conversations with the district manager of our Cambridge office, so there has been this dialog.

Mr. DONNELLY. I am sorry I opened up a Pandora's box here. I wanted to encourage dialog, and you are very good at dialog.

Mr. MOAKLEY. You will be able to talk again. I understand you are going to come back at a later hearing and report on some of the testimony received here today. One thing that bothered me; my figures that some parts of the city of Boston are getting a 48-percent census return; is that so?

Mr. DUKAKIS. The initial response rate in some parts of Boston probably are at that rate, and that is very good. We didn't expect to get any higher in certain areas of Boston. A 48-percent response rate on the initial mail out is excellent.

In our region we have had 90.9 percent regional response rate. The national response rate is 89.5. We had a range of 48.7 in our Cambridge office to a low of 17.8 in our South Boston office. That is the range, but there are certain areas of the city that the response rate was 55 or 60 percent.

Mr. MOAKLEY. You are working in those areas?

Mr. DUKAKIS. We have in our region 22,000 interviewers that are out in the field retrieving those questionnaires that did not come back.

Mr. MOAKLEY. This is Mr. Donnelly's time.

Mr. DONNELLY. I will yield in 1 second.

I would hope that the testimony that took place today doesn't cause any acrimony because our goals, both on the local level and

through your department, certainly are not mutually exclusive. It is important this communication is the valuable tool so that we will get that 100-percent rate.

Mr. DUKAKIS. That is what we are aiming for, 100 percent return.

Mr. DONNELLY. I yield to the lady.

Mrs. HECKLER. I would like to reiterate the fact that we want to work together.

The point of a dialog is to look at our problems and then cure them. It is difficult to reconcile all the figures that we hear, and in fact Mr. Ganz in his excellent presentation showed us the map showing 55 percent mailing rate that is in South Boston.

One of my sources informed me that the response rate in one area was 48 percent. It had been 61 percent, but there were duplications which brought it down to 48 percent.

Now, I understand that the District of Columbia is at 75 percent where they know the value of the census. I just say that we do have to reconcile our figures and we can't make a mistake, and we have a major problem, in my judgment.

In terms of personnel, Brockton may have an excellent system, and I congratuate Lowell. I understand Brockton may have an excellent system in line, but they have reported to my office that they are lacking 400 evaluators.

How could they do the review process if they don't have the enumerators?

Mr. DUKAKIS. Our total work force in the Brockton office is between 450 and 500. We have had a fallout rate of 30 to 35 percent, and we are replacing those people. That is very common in census work. You lose interviewers. We qualified 2.7 persons per position that we had. We tested somewhere around 75,000 and we qualified 2.7 for every position we have.

We test someone and they pass and qualify and we ask them to come in for a job. They come in and they take the training, 2 days training, and we reimburse them for this. We find when we offer them an assignment they do not take the assignment because they didn't care for the training because it was too difficult.

They don't like the area they were assigned. This figure is included in our total fallout rate that we are saying. We are on top of these problems and recruiting every single day in Boston.

In our suburban areas we are in excellent shape, and we have no problems there. We are having a few problems in the city of Boston and running ads in newspapers trying to get interviewers to come in and that is very common.

This is my third census; it happened in 1970 and 1960, and it is happening in 1980, and it happened in 1965 when the State took its own census.

It is part of census taking. If we are not on top of it then we have got a problem. Every one of our district managers in the State of Massachusetts is on top of the problem. Let's not lose that congressional seat. We don't expect to lose it.

Mr. GARCIA. Thank you very much.

Mr. FLEMING. Mr. Chairman, thank you for inviting me. I feel that it is a positive step insofar as the city of Lowell is concerned,

because it lets the people up there who are working hard on the census know you at least recognize our work.

Mr. GARCIA. Let's recess for 5 minutes.

[A brief recess was taken.]

Mr. GARCIA. Our next witness will be Mr. Robert Hill, of Boston University.

STATEMENT OF ROBERT HILL, BOSTON UNIVERSITY

Mr. HILL. Thank you very much. My name is Robert Hill, and I am from the office of residence life at Boston University.

I can make my remarks very brief indeed, and let them fall into essentially two paragraphs.

One has to do with the mechanism by which the census was conducted, and the other is some personal remarks about problems and needs that affect us immediately.

Essentially the mechanism was this. We were contacted by the Census Bureau back in January about that census in our large residence halls, and provided them at that time with a copy of our monthly computerized printout of all resident students in our housing.

This is a list that we update regularly. It shows building by building, the room number, the occupant's name, and his college, his years, et cetera, and his phone number, and so forth, and we have given them that initial January printout and a number of subsequent ones as needed afterward.

The mechanism itself of delivery was fairly routine.

With our assistance, the census enumerators themselves actually stuffed the mailboxes in the large halls with the forms and left boxes for the students to deposit the filled in forms, and they collected those about every 2 days.

On April 8 we got a phone call from them saying the return rate was not as high as one might wish, and could we make arrangements for a door-to-door survey by the enumerators, and that was done and all appropriate personnel were notified of that.

We have also given the enumerators a copy of the capacity sheet which has no names, but is simply a numerical sketch of all the halls. Throughout this whole process from Boston University, the persons involved have been hall directors, resident assistants, mailroom clerks, special service, security guards, and so forth.

We have posted signs and actually talked to the students on their floors and so forth about turning the forms back in.

I do not know what the return rate is either now or initially for the university, although I gather there was some disappointment in it.

As for the reasons for the return rate, whatever it is, I am sure the student population is in some respects no different from that anywhere across the country; that is, the whole question of the invasion of privacy is an issue with students.

The misunderstanding about the April 1 deadline applies to students as well. They tend to get bombarded with a lot of information quickly, and the thing that comes to their mind is April 1, they forget it; and beyond that, there may be a couple of special reasons that relate to the student population. Many of those who did not respond, I think, feel they are being reported on their parents'

forms, and the notion that a student is in the category to be reported at the place of study is a point perhaps that was not emphasized sufficiently or whatever in the precensus publicity.

Many of them do not have a customary relationship with the Government yet anyway. Many of them do not file income tax forms, and they are not used to listening to this kind of information when it comes out, and therefore, when the request comes to participate in anything like this, there is in some cases, it is fallow ground that the request is falling on.

Lastly, some of them, they never heard of the census. They are 18 years old and the last one was when they were 8 years old.

It is a shame to be talking about 10 years hence. It may be in the future in a high-density urban area like this where it would be appropriate to consider using enumerators from the beginning with this kind of population, and it might also be appropriate to consider a more clearly tailored advertising campaign that attracts the student audience.

I could well be wrong, but I am not aware of any particular emphasis on the student population that was conducted. I would be happy to be corrected if indeed there was one.

The one remaining sort of unique point about our circumstances is that we have no time left. We have been talking about the 10-day period for local review. Students are moving out of the dormitories beginning today.

The halls will absolutely close at Boston University on May 19, so everybody will be gone by then. Many who happen to have one or no final exams will be leaving today, tomorrow, the next day, and so forth. Our local office of the Census Bureau already has taken that into account and finished their wrapup work. I am merely passing that on as a unique feature of the count.

Mr. GARCIA. What is the student population of Boston University?

Mr. HILL. The resident population is about 8,000.

Mr. MOAKLEY. Mr. Chairman, I think the student population in Speaker O'Neill's district, he has one of the largest student populations in the United States. It is probably well over 100,000?

Mr. DUKAKIS. No.

Mr. MOAKLEY. How high is it?

Mr. DUKAKIS. Location of the dormitories—and there are quite a number of dormitories at MIT and Harvard that are not located physically in Cambridge, they are located in Boston—I have an estimate of the population in Cambridge of between 15,000 and 20,000.

Mr. MOAKLEY. Is that all?

Mr. DUKAKIS. Resident population residing in dormitories. There are quite a number of students who reside in housing units on their own. The college enumeration in Cambridge is virtually complete. The enumeration in the city of Boston of college students is just about complete.

Mr. MOAKLEY. You probably can go to the admissions office and get a head count that way?

Mr. DUKAKIS. A listing from them. We prefer not to do it that way, but as a last resort.

Mr. MOAKLEY. I was going to ask him, but that is my question, if they do leave the confines of the university, you can go to the admissions office.

Mr. DUKAKIS. There is a last report sort of thing.

Mr. HILL. My only other point, when I am speaking of 8,000, I am speaking of those who reside in halls we own. It does not address the other 7,000 who may be living out in apartments in the immediate area in Boston who may also be leaving, but with whom we have no daily contact with.

Mr. GARCIA. As a point of curiosity, if the number of students, the 15,000 approximately that you mentioned, those 8,000 who live within the dormitories and the 7,500 who may live in apartments, the student population of Massachusetts is what, approximately? Does anybody have any idea?

Mr. DUKAKIS. The actual college enrollment?

Mr. GARCIA. Yes.

Yes, Mr. Ganz.

Mr. GANZ. We estimate that the city of Boston has 100,000 college and university students, and that the Boston metro area has upward of 150,000 college and university students.

Mr. GARCIA. As long as we are on this subject, in terms of the number of persons who are residents of the State of Massachusetts, residents, how many people leave the State to go to school elsewhere?

Mr. GANZ. Less than those who come into the State, because higher education is one of the great export activities.

Mr. GARCIA. The State of Massachusetts is the prime beneficiary of the total number of people who are coming in from other States into the State of Massachusetts for educational purposes?

Mr. GANZ. That is right.

Mr. GARCIA. Give me a guesstimate.

Mr. GANZ. It would be about 200,000.

Mr. GARCIA. 200,000 coming into the State of Massachusetts?

Mr. GANZ. No, I am sorry, that would be the total, perhaps 125,000.

Mr. GARCIA. That is interesting.

Thank you very much. That is an interesting point, Mr. Hill, because Massachusetts has long been famous for its institutions, and you are benefiting through the census, because in 1990, you will still be counting the students who graduated in 1980, but it goes the other way as well.

Mr. MOAKLEY. Also, Mr. Hill said that he was going to abbreviate his remarks, and I would like for the benefit of your committee and for us, I would like unanimous consent to have his prepared remarks in the record.

Mr. GARCIA. Without objection.

[The information follows:]

INFORMATION ON CENSUS PROCEDURES IN THE RESIDENCE HALLS AT BOSTON UNIVERSITY

As I understand it, the Subcommittee is in Boston examining the progress of the 1980 Census, with some particular regard for its progress in the university residence halls. The following remarks summarize our connections with the Census at Boston University, in the best memory of my colleagues and myself.

(Responsibility for the residence hall system at Boston University is shared by two different departments: the Office of Residence Life provides all the professional hall

directors and part-time resident assistant staff, administers the halls, deals with student problems, and oversees the quality of community life in the halls. The Office of Housing handles assignments, billing records, keys, mailroom operation, access security, and similar support needs.)

The first contact we know of between an official of the Census Bureau and an official of Boston University regarding the 1980 Census occurred in January. At that time a Census Bureau staff member telephoned Marcus Buckley, Director of the Office of Housing at Boston University, and asked for a list of the names and addresses of the students in our residence halls. Mr. Buckley provided them with a copy of the most current computerized printout of all room assignments. This printout is updated monthly and shows, building by building, the room numbers and names of the occupants, their colleges, their class years, identification numbers, dormitory phone numbers, and home phone numbers.

In late February or early March, the Census Bureau was in touch with Mary P. Eaton, Associate Director of Residence Life, and Adrienne Nelson, Manager of Special Services (i.e. access control officers) in the Office of Housing, requesting permission to enter the large halls and distribute the census forms to students by means of their mailboxes. Ms. Eaton gave permission and spoke to the Census agents at length, clarifying such matters as the hours of operation for each mailroom, and undertaking to inform all appropriate hall staff. Shortly thereafter, Census officials appeared with census forms and placed them directly in the individual student mailboxes, in each case in the presence of the mailroom clerk. Census officials also left at each mailroom a large box into which students could drop their completed census forms. Census officials emptied these collection boxes about every two days.

In early April a member of the Census Bureau staff telephoned Ms. Nancy Lieberman, Director of Assignments in the Office of Housing, and requested a more recent computer list of room assignments within halls. Ms. Lieberman gave them the March 22 report.

On April 8 a member of the Census Bureau staff telephoned Ms. Eaton. She explained to Ms. Eaton that the return rate on census forms was not as high as had been expected, and sought permission to go room-to-room in the halls and request those students who had not yet returned their forms to do so. Permission was given and all appropriate personnel were notified.

Finally, the last or latest contact I know of between a Census Bureau official and one of my colleagues occurred on April 29, at which time Ms. Lieberman provided the Census team with a copy of our capacity sheet, which simply lists each hall and its capacity. We have no information from Census officials as to the success of their latest efforts.

Throughout this entire process, hall directors, resident assistants, mailroom clerks, and special service guards dealt directly with various Census officials, providing building access, mailroom access, and verifying room assignments in the case of any very recent room changes. The resident assistants also posted signs and encouraged students to turn in their census forms.

My opinion is that the lower return rate in student census forms is partly attributable to their not perceiving themselves as being under any obligation to respond. Many of them assume that they are being reported on their parents' census forms, and that they are personally exempt. Many of them, in a broader sense, are not used to having direct relations with a government agency, and hence are not attuned to new requests for them to enter into such relations. They do not, for example, customarily file income tax reports or have any other routine dealings with state, federal or municipal authorities. Finally, a small percentage of them probably do not see why taking the Census is an important process in American governmental functioning, and hence do not attach much importance to the request to cooperate. It might be appropriate in the future to consider using enumerators from the beginning with the whole student population, rather than relying on their self-motivation in what is for them essentially an unfamiliar relationship. It might also be appropriate to tailor the informational campaign to engage the student population more directly.

To the best of my knowledge, my colleagues and I and all of our directors, resident assistants, mail clerks, security guards, and hall secretaries have cooperated fully with every request made to us by the Census Bureau. We obviously stand ready to cooperate with all further efforts undertaken to improve the census results among the residence hall population.

Mr. GARCIA. The last witness is the commissioner of elections from the city of Fall River, Mr. Francis O'Neil.

STATEMENT OF FRANCIS J. O'NEIL, COMMISSIONER OF ELECTIONS, FALL RIVER, MASS.

Mr. O'NEIL. My name is Francis J. O'Neil. My duties include elections, voter registration, and the census for the city of Fall River.

Back in January or February, we received all kinds of information from the Bureau, the Census Bureau.

The mayor of my city set up a complete count committee which I was elected chairman of, and as I said, which got all kinds of mail.

However, to this day, we have had no other communication from your Bureau of Census. It is not located in my city, but it is in the city of New Bedford. I do not know where it is located.

I know in my city over the years, I have been there for 10 years doing this particular type of work, and there are many apartment dwellings that your Federal people will not be able to get into.

The doors are locked, but we have expertise on how to get into those places, who owns them, and that is what I am here today saying, if your people, I would offer them space in my own office, so we could work together. I started my census in January of this year. We are mandated by State law to take a census each year, and I still have some dwellings that I have not been able to get into yet in the city of Fall River; but I really do believe there should be some continuity with the Federal Bureau and the local officials, and I am more than willing to work together with them and to get them into the places. We have had a lot of Federal money come into our city, and I would like to see it continue. As far as the days when you do get the count, I would like to see 20 days. We come from a small city, about 100,000 people, but we operate with a very small staff, and you may be coming into vacation times which would create some kinds of problems, also. I would like to have 20 days to review the census in the city.

Mr. GARCIA. Well, Mr. O'Neil, you know that you have been, you sat here for a while, and you know that there are members of the Bureau of the Census here, both from the Washington office, as well as the Boston office, and I would hope again that this would be another situation in which you would have an opportunity to speak for the persons who are directly responsible for Fall River, and that we can get some answers for you. Whether it be on or off the record is unimportant. The important thing is that you count the people of Fall River, and so to that extent, I would hope that you will take advantage, and they will take advantage of you.

Mrs. HECKLER. Well, I would like to ask Mr. Dukakis if it would be possible to have some kind of close relationship, because Mr. O'Neil has the responsibility in the city, and he has made this offer. Could you take that office space and get into those dwellings if they are that difficult to penetrate?

Mr. DUKAKIS. We would be happy to work with Mr. O'Neil, and we will be in touch with you before the week is over.

Mr. MOAKLEY. Would the gentlelady yield?

Mrs. HECKLER. Yes.

Mr. MOAKLEY. You are probably well aware of that 100,000 magic figure, there is much more Federal funds coming into the State.

Mrs. HECKLER. We just reached that 100,000 a few years ago. We were banned from many, many programs because we did not have

that. Mr. Dukakis, if you could respond to me perhaps within a week in writing as to how you have resolved the questions that Mr. O'Neil has raised in terms of Fall River and the Brockton question, because the Brockton office has reported a very severe personnel shortage will impact on the county in many of the towns.

Mr. DUKAKIS. Yes.

Mr. O'NEIL. We also have a population of new immigrants.

Mrs. HECKLER. Mr. O'Neil, you could perhaps assist in that. The Census Bureau has contacted our office about hiring Portuguese-speaking personnel, and we have suggested many, many people, and I believe that is in order, but I believe also that there will be many people fall through the cracks, and since we are only marginally affected in the sense that we are in very close competition in terms of the ultimate enumeration of population, even a few hundred people can make a very serious difference.

Mr. GARCIA. The best example I can give you is that the State of Oklahoma picked up an additional Member of Congress, and the State of Oregon lost an additional Member of Congress by the count of 235 people, so if you think that every person does not count, let me just say that that is probably the best example to us in terms of how one State lost out while another State gained as recently as 1970.

Mr. O'NEIL. I will do all I can.

Mr. GARCIA. I would like to thank every member for coming here today and every witness who appeared.

I would also like to say if there is any person in this audience in the Boston metropolitan area who would like to include a statement into the record for this hearing, we will give you an additional 2 weeks, and we will enter your statement in its entirety, so if there are any community folks, any people, I just want you all to feel absolutely free.

Mr. MOAKLEY. Mr. Chairman, on that note, do you have a time certain when your committee is going to return again, so maybe some of the people sitting here would like to know.

Mr. GARCIA. I will be frank to tell you, as I said before you got here, it is like the play "Damn Yankees," "Whatever Lola Wants, Lola Gets," in direct response to the Speaker.

Mr. MOAKLEY. That means tomorrow afternoon.

Mr. GARCIA. But anyway, we will be back after I have a chance to talk to the Massachusetts delegation, and we have representatives of the Speaker's office here. We will try and put some pieces together and get back just as soon as we can, and again, I appreciate all of you being here, and I think the testimony was good.

Mr. MOAKLEY. Also, I would like to commend Mr. Dukakis and his staff on his ability to restrain himself until the next time we will be back here.

Mrs. HECKLER. We encourage your efforts, Mr. Dukakis, and we look forward to the next hearing.

Mr. GARCIA. OK, the meeting is adjourned.

[Whereupon, at 1 p.m., the subcommittee was adjourned.]

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